

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

Country paper: CANADA [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.

- Tricia Berry, Department of Education & Early Childhood Development, Government of New Brunswick
- Marc Gendron, Labour Market Information Directorate, Employment and Social Development Canada (ESDC)
- Sareena Hopkins, Canadian Career Development Foundation (CCDF)/Canadian Council for Career Development (3CD)
- Roberta Neault, Life Strategies Ltd.
- Valérie Roy, Alliance des centres-conseils en emploi (AXTRA)

- Lisa Taylor, Challenge Factory

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

Canada is keen to participate in IS 2019 for many reasons:

- To expand our thinking in terms of emerging issues that may have been flagged in other countries, but have yet to be identified in Canada as priorities;
- To tap into evidence-based policies/programs and leading edge/promising new approaches from other countries – particularly related to key issues identified in this paper, such as precarious work, embedding career development policy cohesively across systems that do not naturally collaborate (e.g., education, labour market, social services, justice, mental health) and overcoming the challenges of moving from policy to implementation when policy statements are strong but not legislated;
- To share Canadian innovations, research and policy advances;
- To exchange on common issues and explore possible solutions – possibly trans-national initiatives – for issues that no country has yet tackled;
- To establish clear goals and a firm action plan for Canada;

- To build relationships and networks that will allow for ongoing exchange and collaboration.



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

This is a challenging question to answer within the Canadian context as responsibility for career development policy and programming is dispersed across multiple departments and between our

federal government and 13 provincial/territorial governments, each with different priorities, interests, mandates and responsibilities (see Question 10).

Overall, we see an increasing interest in career development at the federal level.

- The Prime Minister has established a Youth Advisory Council focused on improving futures for young people;
- The federal Department of Employment and Social Development Canada (ESDC) is renewing its Youth Employment Strategy;
- The input of career development professionals (CDPs) is regularly sought as there is growing awareness and interest in the role of career development as a lever for addressing priority issues (e.g., skills shortages/mismatches, improving student transitions, increasing labour market attachment of under-represented groups, promoting youth mental health and expanding competency-based learning and work-integrated/experiential learning).

We continue to struggle, however, to get career development explicitly named as a policy priority federally.

At the provincial/territorial level, the landscape is highly variable. Some provinces/territories (notably New Brunswick) invest heavily in career/employment services, including CDP training and research, development and the piloting/implementation of innovative service approaches. Other provinces/territories have a more “hands off” approach, leaving the delivery of career/employment services to weakly funded agencies.

With respect to Education, there has been a marked increase in policy interest in career development. The Council of Atlantic Ministers of Education (representing Ministers of public and post-secondary education across the four Eastern provinces of Canada) commissioned a comprehensive research report on career education and subsequently published Future in Focus - Atlantic Career Development Framework for Public Education: 2015-2020. In 2017, the Council of Ministers of Education, Canada (representing all Ministers of public and post-secondary education across Canada) unanimously endorsed benchmarks in the Reference Framework for Successful Student Transitions, along with accompanying self-assessment and action planning tool to support implementation across jurisdictions.

Major Canadian employers are also beginning to see the value of career development. Notably, the Royal Bank of Canada (RBC, Canada’s largest bank), has committed to investing \$500 million over 10 years in Future Launch to help youth succeed in the emergent labour market. RBC has trained young associates to deliver career development workshops in campus bank branches and has commissioned research and published a series of reports, including Humans Wanted: How Canadian youth can thrive in the age of disruption.

There is ample reason for encouragement with the level of increased interest, but there remains a long road for Canada to establish career development policy as a strategic arm and core responsibility of governments.

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	<p><b>Reconciling Workforce Supply and Demand</b></p> <p>Canada is facing the incongruous reality of both workforce shortages and underemployment, particularly among youth. With one of the most highly educated young cohorts in the world, Canadian youth are struggling to find work commensurate with their educational credentials. Forty percent of university graduates are underemployed -- one of the worst rates among members of the Organization for Economic Cooperation and Development (OECD; PBO, Labour Market Assessment 2015). As well, Canada has the greatest proportion of degree holders earning poverty-rate incomes within member countries of the OECD; 18% of Canadian university graduates are working in jobs where they earn at or below the poverty line (OECD, Education at a Glance, 2014). In a recent survey of Canadian Millennials, 43% of 30-33 year olds remain dependent on their parents for financial support and 29% of those aged 25-29 still live with their parents (Yconic/Abacus Data, 2014).</p> <p>At the same time, workforce shortages are widely reported by employers. This has resulted in programs focused on the employability of under-represented populations (e.g., immigrants, Indigenous populations, persons with disabilities, individuals who have never successfully connected with the workforce or who have had long periods of unemployment and un/underemployed youth). We have also seen programs focused on supporting sustainable employment (e.g., policies to strengthen work-life balance, mental health, wellbeing and resiliency). Although career development services and supports are a critical component in promoting access and success for these populations, this has not yet been recognized in policy, practice, practitioner training or funding. Much more work is needed in these areas. In some provinces/territories, there has been a focus on more affordable daycare to help keep parents, primarily women, at work. There has also been a focus on retaining older workers, on work-integrated learning to try to facilitate a better transition for post-secondary graduates and dealing with the impact of urbanization on the economies of smaller communities across the country.</p> <p>Many of the existing methodologies and structures for collecting, analysing and disseminating labour market information (LMI) are being questioned in the context of our emergent labour market. The Labour Market Information Council (LMIC) was established in 2017 to improve the timeliness, reliability and accessibility of LMI in Canada. In its first year, LMIC identified priorities for improving the collection, analysis and distribution of LMI. As part of this work, LMIC launched a series of public opinion surveys on how Canadians currently use LMI and what they find lacking. Surveys focused on nine different user groups, including employed and unemployed Canadians, persons with disabilities, recent immigrants, recent graduates and career development practitioners (CDPs).</p> <p>LMIC is working to provide clarity on existing sources of LMI and insights on important topics such as the future of work and labour and skills shortages. LMIC also explores new data sources and analyses of interest to the career development community and its stakeholders. Notably, they are exploring the newly released Education and Labour Market Longitudinal Platform (ELMLP) that links anonymous tax files to university, college and apprenticeship records. Using this dataset, LMIC is embarking on a series of research</p>
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	<p>projects to provide new insights about transitions from education and training to the world of work.</p> <p>As with most developed countries, the impacts of new technologies and artificial intelligence remain very unclear. The impacts of trade negotiations, new tariffs on imports and political uncertainty are all troubling issues that make the supply and demand situation even murkier. The work of the LMIC is potentially very influential with respect to gaining clarity and influencing policy.</p>
2	<p><b>Educational Reform</b></p> <p>Within Canada, education is a provincial responsibility and, even within a single province or territory, there can be significant differences from one school district to the next. However, in many jurisdictions, there is an increasing focus on embedding career development for all students and there have been some policy advances (Future in Focus - Atlantic Career Development Framework for Public Education: 2015-2020; Reference Framework for Successful Student Transitions) and innovative programs and resources to support this.</p> <p>While educational attainment remains high in Canada, many youth struggle in their transition to decent work and employers continue to identify significant skill shortages/mismatches. The future working life prospects for students is an increasing priority, as the emphasis is expanding beyond preparing students for post-secondary studies to a focus on preparing them to manoeuvre in a turbulent and unpredictable labour market. These shifts bring with them enormous potential for the role of career development to grow.</p> <p>The Council of Ministers of Education, Canada (CMEC) endorsed six pan-Canadian Global Competencies:</p> <ul style="list-style-type: none"> <li>• critical thinking and problem solving</li> <li>• innovation, creativity and entrepreneurship</li> <li>• learning to learn/self-awareness and self-direction</li> <li>• collaboration</li> <li>• communication</li> <li>• global citizenship and sustainability</li> </ul> <p>This may reflect a shift away from content-driven curriculum toward more competency-based approaches to education. Indeed, there are a myriad of competency frameworks being developed and refined across Canada and internationally. Most recently, the Council of Atlantic Ministers of Education and Training (CAMET) conducted an analysis of existing Canadian and international competency frameworks (including Global Competencies, Essential Skills, Employability Skills, Social and Emotional Learning Competencies and career development competencies) to inform the development of a comprehensive framework for use across settings and ages, from children in school through working adulthood. The shared focus for all of these framework initiatives is to better prepare youth and adults for labour market realities and a lifetime of career transitions – and they share much more in common than stand alone as distinct. Currently, the landscape is crowded with competing competency frameworks, none of which are strongly embedded in policy or practice.</p>
3	<p><b>Non-Standard Work</b></p> <p>Through various sectors and across the country, there is an increase in non-standard work (e.g., freelance, gig, contract-based or part-time work; employment without benefits; zero-</p>

	<p>hours contracts). Closely related to this, a significant and growing number of Canadians are caught in precarious work, with certain groups (young adults, women, visible minorities, immigrant and older workers) over-represented (Globe &amp; Mail, May 15, 2018; Hennessy &amp; Trajan, 2018). We also see a spread of precarious work across industries, including professional occupations once considered secure.</p> <p>In 2016, Statistics Canada reported that less than one in two jobs is full time and full year. Almost half of millennials are working with some degree of insecurity (PEPSO, 2018). In 2015, only 42% of all unemployed Canadians received EI regular benefits compared with 84% in early 1990 (Gray and Busy 2016, as cited by C.D. Howe Institute). Access to this safety net is lower for individuals previously employed in non-standard work and those who were self-employed remain ineligible. Similarly, we see an erosion of employer-supported benefits (e.g., sick leave, pension, disability insurance, vacation, medical/dental, maternal/paternal or layoff benefits).</p> <p>One Canadian province had an innovative longitudinal research study underway to test the impact of a guaranteed annual income that still permitted participants to work to supplement their basic income. Although preliminary results were positive, the pilot was abruptly cancelled following the election of a new government. Perhaps partly in response to this rise in non-standard work, there has been an increasing emphasis on the development of entrepreneurial competence, the promotion of entrepreneurship and supporting small and microbusinesses. Despite this, Canada still has a relatively underdeveloped entrepreneurial culture.</p> <p>Researchers point to a range of serious socio-economic repercussions, from financial hardship and mental health impacts on the individual/families to a significantly reduced tax base for government. The causes, scope and long-term impacts of precarious work are not well understood and policy/program solutions are neither well articulated nor tested. When it comes to the increase in non-standard and precarious work, targeted research to inform policy and practice is urgently needed.</p>
4	<p><b>Mental Health / Well-being at Work</b></p> <p>Common sense would suggest that some of the mental health challenges faced by Canadians can be improved with better access to career development supports. Although actual data to prove this is limited (Redekopp &amp; Huston, 2018), the research does suggest that:</p> <ul style="list-style-type: none"> <li>- Generally, work has positive effects on mental health and well-being. For most people, working is better than not working; and</li> <li>- Work that fits with needs, interests and strengths (i.e., that is supported by quality career development) is related to better well-being outcomes.</li> </ul> <p>The research also suggests that precarious work may be a strong contributor to mental health challenges, which raises important questions for our field in terms of our advocacy role and responsibility in connecting those we serve to quality, decent work. A recent study surveyed almost 2,000 employed millennials and found that, overall, they have a high prevalence of “less than good” mental health. Those in precarious employment showed higher levels of mental health concerns, depression and, alarmingly, anger. Nearly 40% of respondents indicated that they expect their quality of life to be poorer than their parents’ generation.</p>

	<p>There is some evidence of a link between the rise in precarious work and mental health challenges, particularly among youth. In a national survey of youth aged 18-24, nearly 90% reported feeling uncomfortable levels of stress (Sun Life, 2012). When asked why they were feeling so stressed, 86% in this age group attributed the stress to underemployment (Sun Life, 2012). In the emergent labour market, what is the role of career development in supporting meaningful and decent employment within a context of reconciling labour market supply and demand?</p>
5	<p>Indigenous and International Relations</p> <p>Canada has a relatively small population, distributed across a vast geographical space. Within the past 150+ years, our economy has been significantly impacted by immigration and international relations, including trade agreements, immigration policies and credential recognition for internationally trained workers. However, historically our country has been populated for millennia by Indigenous peoples, many of whom have been marginalized since colonization; recently, we have been working towards reconciliation and, as a result, there have been significant changes in terms of Canadian education, policies and programs.</p> <p>With respect to immigration, there has been tension between political mandates and employer needs. Many sectors rely on immigration to fill jobs and yet, in some jurisdictions, we see a reduction in the number of immigrants permitted. As immigration is federally regulated and most occupations are provincially regulated, many immigrants who do come to Canada find it difficult (sometimes impossible) to resume their pre-immigration careers. Similarly, when it comes to international trade agreements, some embrace opportunities for international trade and partnerships; others express concerns about Canadian jobs being lost or Canadian suppliers being disadvantaged. Canada is a country known to embrace diversity. However, creating welcoming and inclusive workplaces and effective Indigenous and International partnerships is an ongoing challenge.</p>

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

Career development has been described as “the adaptive strategy for how humans can adapt to the pressing challenges of our time.” (National Conversation on the Future of Work, Challenge Factory, 2018). CDPs have access to Canadians across diverse settings (e.g., schools, community agencies, post-secondary career centres, workplaces, treatment facilities, settlement programs and countless other locations) and can be a critical bridge connecting individuals with learning and work across the lifespan. To do so, however, our impact must be clear and our advocacy roles with respect to educational and labour market reform must be expanded.

CDPs are increasingly influencing research, policy, programming, services and workforce development in Canada. Many of the frameworks previously referenced, although “owned” by various government ministries, were developed and informed by CDPs. Thought leaders and influencers within the career development sector are increasingly being invited to policy tables. The field needs to develop more expertise and comfort working on policy issues and in policy forums. There is an urgent need across the country for advanced training in our sector; although there is

basic certificate/diploma level training across Canada for career development practitioners and career guidance is well established within Quebec and Francophone New Brunswick university degree programs, there are currently no university degrees in English designed specifically for the career development sector.



## 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?

Canada has no National Career Development Strategy that outlines broad policies on career development and service provision across the lifespan. This is urgently needed. Over 10 years ago, a pan-Canadian mapping study of the career development sector was conducted, contributing to a stronger understanding of the service delivery landscape and informing policy and practice. Much has changed in the intervening years, both in the sector and in terms of educational/labour market realities. An updated mapping study is also much needed.

With respect to publicly-funded career/employment services, the key aims include helping citizens get back into the workforce as soon as possible through education/training (i.e., skill development) and job search (e.g., resumes, cover letters, interviews). They also aim to increase the employment rate and decrease reliance on Employment Insurance (see below). The provinces of New Brunswick and Ontario have piloted a new approach (In Motion & Momentum) to addressing long-term cycles of dependence on social assistance with considerable success. Building on the research on resilience and a strengths-based approach, the program focuses on addressing underlying intra-personal issues (e.g., hope, belief in self, confidence) and systemic/structural barriers associated with poverty.

Although there have been a series of research studies demonstrating the positive impacts of understanding clients' employability needs and providing needs-driven career development interventions (including pre-employability, self-awareness and career exploration), funding models continue to focus dominantly on training and employment outcomes. A new data management and reporting system (PRIME) is being tested to collect and report on a much richer range of client



progress indicators and outcomes in an effort to demonstrate the value of the wider range of client changes that occur as a result of career development interventions.

In 2018, the Quebec government released a 6-year action plan to support workforce development in the province. Quebec's 2018–2023 action plan involves 17 departments in the province of Quebec. It also includes 47 measures divided into four lines of intervention: understand current and future workforce needs and disseminate this information; have enough workers; improve flexibility and agility in skills development; and adapt workplaces. Its two main objectives are to help more people find employment and to create an environment conducive to the development of the required skills by taking advantage of the new labour market conditions.

Among its specific and encouraging initiatives are the following:

- Establish a labour market watch. The “watch” will focus on identifying the skills and qualifications needed to adapt to technological change including energy transition
- Identify specific skill voids and aim to fill them
- Increase LMI skills of counsellors in the school system
- Strengthen public services that support small and medium enterprises in recruitment and training
- Support the employment opportunities of seasonal workers and cultural artists, ensuring that talent is not wasted.

This is a most promising and forward-looking development and has its focus clearly on addressing the uncertainty in the future labour market.

Within education, there has been increased policy focus on career education as a vital mechanism for supporting student transitions and success. Two important frameworks have been endorsed by Ministers of public and post-secondary education: Future in Focus - Atlantic Career Development Framework for Public Education: 2015-2020 (CAMET) and Reference Framework for Successful Student Transitions (CMEC). These frameworks, if implemented, will transform access to career development for all students. Given our decentralized system, however, there is no mechanism for holding provinces/territories accountable for these outcomes, so implementation and evaluation remain the weak links.

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

In theory, all the citizens who are considering future work or looking for work can access public career and employment program and services. But in practice, access – particularly for marginalized groups – may be limited by issues such as geography, language, poverty and/or a lack of cultural safety. Public career/employment services are informally reporting a rise in presenting pre-employability issues (e.g., mental health, addictions, domestic violence and inadequate childcare and transportation) and report inadequate training and/or services to respond.

In Canada the largest federal transfer agreements, the Labour Market Development Agreements (LMDAs), are funded from Employment Insurance (EI) premiums, and provide skills training programs only to workers who are currently or were recently eligible for EI. This has created built-in inequity between unemployed Canadians who are eligible for EI, and those who are not. The rise of non-standard work (see Question 4.iii) and self-employment is contributing to an overall reduction in eligibility. New Workforce Development Agreements between the federal and provincial governments are targeting those unemployed individuals not eligible for EI benefits.

Although strong policy support for career education exists at public and post-secondary levels, implementation and accountability remain weak. As a result, there is very limited data on access or impact. Similarly, while career development programs may be found in a wide range of non-profit agencies, outplacement organizations, workplaces, health centres and/or private career service firms, there is no information on the percentages of individuals who actually access or benefit from these programs and services. This data would be very influential data for our field.

With diversity increasing in our schools, communities and workplaces it is imperative that programs and services are universally designed to meet the needs of all citizens. As a recent study from the OECD noted, Canada's career and employment programs must be more "client-oriented" and less "system-oriented" (OECD, 2015). A National Career Development Strategy that provides a framework that is more responsive to the new Canadian economy is urgently needed. CMEC's Reference Framework for Successful Student Transitions provides a starting point from the education sector perspective. This needs to be expanded and enhanced to incorporate community-based, employer and government roles/benchmarks to address policy, practice and implementation across jurisdictions.

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

In Canada, evaluation of the impact of career education and career/employment services remains weak. Publicly funded career/employment services are evaluated on the extent to which training and employment outcomes are achieved and meeting these targets directly affect funding levels. In some cases, the opinions of citizens and service users are solicited and incorporated into policy and

practice. For instance, the province of Quebec is seeking views of service users through surveys in its evaluation of the province's career/employment services.

In more rare cases, user input is gathered and integrated via pilot projects prior to full implementation of the programming/services. For example, the province of Québec established a pilot project before the launch of its Alternative jeunesse program for youth facing multiple barriers to employment. Not only the youth voices were heard, but the conclusions of the pilot project led to revisions addressing identified shortcomings.

In Education, there is no common pan-Canadian approach to engaging citizens/students in policy/program development, evaluation or the reporting of career education outcomes. The New Brunswick Department of Education is implementing inclusive education in schools, actively engaging diverse community partners to participate in the design, development and implementation of policy and practice. Their focus on universal design for career education/transition relies on the opinions, feedback and support of community partners and, importantly, students who have traditionally been excluded from the conversation.

Federally, online consultations to inform the renewal of various ESDC products are available to all Canadians, but these opportunities are not widely advertised. The collaborative workspace is a new tool developed by ESDC to invite key stakeholders to participate in the development and revision of key LMI products, such as the National Occupational Classification (NOC).

Although pockets of strength exist in terms of user-driven policy and practice, Canada needs to adopt a more proactive and consistent approach to evaluation and the inclusion of citizens, particularly in ensuring that the valuable perspectives of students, end-users and under-represented groups inform the design and delivery of career education and career/employment policy and services.

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?

The Canadian Standards and Guidelines for Career Development Practitioners (S&Gs) have been in place for 20 years and are currently being updated/expanded into a full competency framework. The current S&Gs includes a Code of Ethics and ethical decision-making model. Its purpose is to provide a practical guide for professional behaviour and practice for those who offer direct service in career development and to protect and inform the public. The new competency framework, expected to be released in 2020, will be developed within the context of the current labour market and the ethical guidelines will be adjusted and revised as needed. The Canadian Council for Career Development (3CD) has a cross-jurisdictional working group representing all professional associations for career development across Canada. This group will be vitally involved in the

development of the competency framework and in the exploration of a pan-Canadian certification based on the standard.

Only the province of Québec has a regulatory body (L'Ordre des conseillers et conseillères d'orientation du Québec) specifically for guidance counsellors and career counsellors within the education system. Other provinces are beginning to regulate counselling therapists (not limited to those focused on career counselling). Across Canada, however, the vast majority of career education and career/employment services are not delivered by licenced career counsellors or therapists. Rather, the field is dominated by individuals with a wide range of educational/experiential backgrounds that, too often, do not include any formal training in career development. This is changing, but very slowly.

There is voluntary certification for career development professionals in five Canadian provinces and there are provincial agreements in place to support practitioner provincial mobility. In provinces that have voluntary certification, following the Code of Ethics is mandatory in order to be certified. Professionals must also adhere to specific legislation and regulations required by their employer or sector. Formal training in Ethical Practice in Career Development is also required for certification in most jurisdictions.

In New Brunswick, an important component of the framework for ethical practice in career development in schools is the Inclusive Education policy. As seen within this policy, Universal Design for Learning is an ethical framework for design built on the premise that all students can learn and should have equal access to that learning. This framework as applied to career education and transitions allows for the balance between individual needs, demands of policy and signals from the labour market.

It considers multiple life domains, multiple methodologies for assessment, individual self-determination, multiple means of representation/engagement/expressions and multiple resources/perspectives. This holistic approach ethically respects the needs of each learner while preparing them for the realities of school, work and life beyond high school.



### 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.

As a federation, Canada's delivery of public service is not easily understood. Career development programs and services are no exception. Education is a provincial responsibility and with 13 provinces and territories, each with their own education systems, complexity rules. There is a national Council of Ministers of Education, Canada (CMEC), but it is a cooperative rather than legislative body. Career and employment programs and services for out-of-school Canadians are publicly funded and are a joint federal-provincial responsibility. They are, for the most part, managed by the provinces/territories but funded through a number of federal transfer agreements administered by Employment and Social Development Canada (ESDC). Even programs and services that share the same funding source may be rolled out in very different ways across the country.

At the federal government level, Employment and Social Development Canada (ESDC) is the department most closely linked to career development; it is the 4th largest department within the Canadian government and encompasses multiple priorities, the most obviously relevant of which is Employment, Workforce Development and Labour. Even within ESDC, however, there is no clear "home" for career development. Add to this the fact that career development-related policies, programs and services exist across multiple federal departments in addition to ESDC, and a cohesive approach to career development policy and programming becomes extremely challenging.

Within ESDC, the Labour Market Development Agreement (LMDA) provides Employment Assistance services for unemployed Canadians, as well as supports training and wage subsidies for current and former Employment Insurance (EI) recipients. The Employment Assistance services are administered at a provincial/territorial level; although they differ considerably, in general they include both self-help and assisted career exploration and job search services. Workforce Development Agreements help to support skill development, training and work experience programs (e.g., one initiative was the Job Grant which helped employers fund the external training that employees needed to effectively perform their work). Labour Market transfer agreements fund several services including the Skills and Partnership Fund (specifically for Indigenous peoples), the Youth Employment Strategy (and Career Focus for youth), Aboriginal Skills and Employment Training Strategy (ASETS) and a variety of Essential Skills initiatives. The federal government also supports work-integrated learning through such initiatives as the Union Training and Innovation program, Sectoral Initiatives program and Apprenticeship Grants. Other federal supports include the Enabling Fund for Official Language Minority Communities and the Opportunities Fund for Persons with Disabilities. Future Skills and Skills Boost are two other federal programs designed to help Canadians' career development.

Funding for many ESDC programs flows to the provinces and is administered at a provincial/territorial level. Using British Columbia (BC) just as one example, it is clear that there are many ministries that link in some meaningful way to career development. In fact, it's often not clear from a program's website which ministry/ies fund it (WorkBC, the one-stop career/employment services centres under the BC Employment and Assistance Program are one good example; they just point to the Province of BC, not specific ministries, although they are under the Ministry of Social Development and Poverty Reduction – the same ministry that is responsible for social assistance, supports and services for people with disabilities, transition planning for youth and young adults with developmental disabilities and a single parent employment program). However, within the BC government, there are several other ministries that have career development mandates; these include:

- Ministry of Education (K-12 schools)
  - o career development is embedded throughout the K-12 curriculum
- Ministry of Advanced Education, Skills and Training
  - o supports training and “work with post-secondary partners, municipalities, employers, industry and communities to ensure labour market development programming meets labour market demand across a range of sectors” (2018/19 – 2020/2021 Service Plan) and publishes Labour Market Outlook – a 10-year forecast
- Ministry of Children and Family Development
  - o services that include “Supporting youth transitioning to adulthood”
- Ministry of Jobs, Trade and Technology
  - o supports entrepreneurship, linking Indigenous peoples and immigrants to the workforce
- Ministry of Indigenous Relations and Reconciliation
  - o has part of its mandate as “creating opportunities to improve participation of Indigenous communities in the process of growing the economy”
- Ministry of Labour
  - o oversees WorkSafeBC which is, in part, responsible for return-to-work planning for workers injured on-the-job
- Other ministries (e.g., Ministry of Mental Health and Addictions) work in partnerships that focus on career development as part of an integrated wellness or recovery strategy

Many other provinces also have one-stop career services (e.g., Emploi-Québec, SaskJobs) as well as career development embedded within other ministries. At a national level, the Job Bank provides Pan-Canadian information.

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?

Within Canada, this continues to be a significant challenge, with pockets of excellence but a lack of cohesion across sectors involved in career education/development. We have a national council (Canadian Council of Career Development [3CD]), a national conference (CANNEXUS, offered by CERIC), a national journal (Canadian Journal of Career Development) and foundational tools for career practitioners such as our Standards and Guidelines and Code of Ethics. However, we continue to lack cohesion both as a profession and in terms of our career development policies and systems. Career development remains buried across multiple siloed sectors, levels of government and departments within those levels. Our vast geography, diversity and political structure add to the challenge.

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

The complexity of the federal/provincial/territorial governance systems in Canada, compounded by the silos and general lack of unity in the provision of career development supports, confounds attempts to fully cooperate across roles, jurisdictions and sectors. Professionals in career development, education, counselling and business are all educated in different faculties and join different associations; our research rarely intersects and, although we “talk the talk” of lifelong career development, we don’t yet gracefully “walk” that talk.

Another complicating issue in Canada is our huge geographical expanse and our relatively small population (i.e., it’s challenging to get people together and to roll out cost-effective programming compared to what can be done in smaller countries in terms of size or bigger countries in terms of population).

Unfortunately, our service system remains weakest for those in transition who don’t have access to social assistance or EI benefits and the services offered to the unemployed and specifically targeted groups. For example, in most jurisdictions, students in transition from school to work don’t have any obvious place to go for support. They are no longer supported by their educational institutions but are also not natural candidates for employment services as they are not in receipt of social assistance/EI. We welcome suggestions from other countries who have successfully managed cross-sectoral/jurisdictional collaboration – we are eager to learn how to improve in this area.

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?

Although there are pockets of cooperation, it's inconsistent across the country. There are many specific "one-off" examples of contracts/projects engaging career development specialists to conduct research, offer workshops, or support program development in educational institutions (K-12 and post-secondary), governments, corporations, unions and professional associations. However, there is no pan-Canadian strategy to offer cohesion, sustainability or systematic knowledge transfer; this results in much "reinventing the wheel" rather than building on shared foundations to facilitate continuous improvement and to maximize scarce resources.

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

In part due to the Canadian government structure where professions fall under provincial jurisdiction, there is inconsistency in the professionalism of career development practitioners across the country. This is further complicated by a lack of clarity, even within the field, of the distinct scope of practice and competencies of career counsellors versus career development professionals.

In Quebec, career counsellors are regulated as a profession and there is robust training, including university degrees specializing in career development at both undergraduate and graduate levels. However, outside of Quebec, in Canada's 9 other provinces and 3 territories, while general counsellors/therapists may be regulated, specialized training in career counselling is not required.

For career development professionals, Canada does have a comprehensive set of competency standards and guidelines, including a Code of Ethics (Canadian Standards and Guidelines for Career Development Practitioners, currently undergoing a comprehensive revision). We also have the Canadian Council of Career Development (3CD), a network of all career development professional associations and key stakeholders collaborating on key issues of professional identity, certification, advocacy and impact. There are several good training options for career development practitioners across the country, classroom-based and online – generally at a certificate or diploma, rather than degree level, outside of Francophone programs such as are found in Quebec and New Brunswick.

Voluntary certification for career development professionals is on the rise, with 5 provinces currently offering programs. Working closely with 3CD, the Canadian Career Development Foundation is exploring options for a stronger pan-Canadian approach to certification as part of its revision to the Canadian Standards and Guidelines.



Through professional associations, foundations and other organizations, there are several awards that honour excellence in career development and there are also several national and regional conferences. CANNEXUS, held annually in January in Ottawa, attracts over 1,300 participants – mostly Canadian but also international.

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

Yes, in Canada, people come from many different backgrounds to work as CDPs. Several research projects have mapped the sector, finding numerous job titles with very little consistency; most CDPs have come to the sector as a 2nd or 3rd career, bringing other professional identities and backgrounds to their roles – but often no formal training in career development (see Pan-Canadian Mapping Study of Career Development Sector, 2015 Survey Career Service Professionals and/or Where's the Work? Helping Career Practitioners Explore Their Career Options).

Also, professionals who likely wouldn't self-identify as career development practitioners are providing career development services; these include teachers throughout the K-12 school system, guidance counsellors and academic advisors, social workers, youth workers, counsellors in community-based agencies and private practice, coaches, human resource management professionals and many others.

As career development practitioners remain unregulated across Canada (with the exception of career counsellors in Quebec), it's hard to "ensure" professional service; however, many career development practitioners have voluntarily chosen to self-regulate by pursuing national or international certifications that set specific entry standards and, in most cases, require evidence of ongoing professional development to maintain the designation. Also, of course, as with other workers, job performance and service delivery outcomes are measured and monitored by employers and funders.



#### 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.

Over the last 10 years, there have been significant changes to the environment within which career development programs and services operate. Canada has experienced shifts in political ideology

across a number of provinces, some leading to more favourable funding and attention for career services, others leading to a decline in service prioritization and provision. In many cases, jurisdictions have seen the dominant political party change, causing many educational institutions and social service organizations across the country to adapt to new areas of focus and priorities. At the same time, like other countries, Canada has seen significant demographic change and technological advancement. Both have impacted how career development programs are shaped, delivered, accessed and evaluated. Investment in demographic-based programs responding to the needs of an ageing population, foreign trained professionals, refugee newcomers and indigenous youth have driven new career development approaches, methodologies and service delivery models. From a technology perspective, Canada remains a highly networked and connected society – with a goal to have 100% coverage. With ubiquitous Internet access, career and employment-focused services such as the Federal government’s Job Bank can provide consistent, reliable information related to career development (education, available jobs, labour market prospects, skills required on the labour market or in demand, etc.). Canada’s federal structure means that websites and tools, such as Job Bank, are often delivered in harmony with Provincial programs and supports. Today, Canada and each of its Provinces offers many career-focused online tools to assist job seekers, employers, students and educators.

In the recent years, more initiatives have also emerged across the country in the delivery of career/employment e-services. For example, in the province of British Columbia, WorkBC Employment Services Centres offer online employment and career services to support job seekers who need more than self-directed job search tools and workshops. There are also career development agencies in that province that offer e-services enabling clients to access content and activities related to their career needs online and to communicate with their career development practitioner (CDP) asynchronously. In Quebec, Academos, a cybermentoring program for young adults uses social media to engage with youth.

But despite the growth of these types of initiatives, in contrast to other OECD countries, Canada does not currently have a national strategy focused on e-learning or the use of various technologies in teaching, resulting in a patchwork of options for citizens (Canada Paper 2015, ICCDPP International Symposium).

In 2015, the Truth and Reconciliation Commission published its findings and outlined 94 recommended actions needed to begin to redress the shameful and destructive legacy of residential schools and advance the process of Canadian reconciliation. The progress of governments in moving forward on these recommendations is being monitored and reported. While the provision of career development programs and services is not specifically named in the report, career services underlie several recommendations, for example,

- develop a strategy to eliminate educational and employment gaps between Aboriginal and non-Aboriginal Canadians and

- provide adequate funding to end the back-log of students seeking a post-secondary education.

Culturally appropriate and innovative career development programs such as “Guiding Circles” (McCormick, Amundson and Poehnell) have been developed and widely delivered. Aboriginal Canadians are increasingly prominent in all sectors in Canada and it is anticipated that innovative career development programs and services will be increasingly prominent in career education and career and employment services.

Over the last 10 years, we have seen innovative career development practices and services in career education. Innovative technology has allowed for increased access for secondary students in rural areas and/or for those students who do not have access to desired local supports. For example, in New Brunswick, a Personalized Virtual Learning Centre has been developed to support students in connecting to real world professionals, industry mentors and subject matter experts regardless of physical location, within the province or globally.

Over the last 10 years the career development field has recognized that it is in its own interest to ensure professionals from our sector can participate in local, provincial and federal initiatives. We have seen an emergence of provincial associations and other not-for-profit organizations (such as 3CD and CERIC) that help professionals in the field identify, update and modernize the services that they provide. 3CD is rapidly growing in influence and has given the career development community a national voice. 3CD members have been called upon to make presentations to Parliamentary Committees and to submit pre-budget consultation papers. This is a new development in Canada and highly significant to the career development field. CERIC is the primary sponsor of an annual professional development conference which brings together leaders, researchers, innovators and practitioners from across Canada. Given that Canada does not have a national career development association (there are provincial associations in every province), without CERIC there would not be an opportunity for national professional development. Both of these forums are indispensable; through them, the career development field has been able to share knowledge and best practices within the profession, engage members in ongoing education and also increase the visibility and recognition of career development within the country. It is anticipated that these efforts to organize and align career development work across the provinces/territories and country will lead to the profession becoming more visible and known. Currently, given shifting employment conditions and anticipated changes to jobs there is a heightened awareness of the importance of career and job-related services, without necessarily recognition of the field of career development or the specific value of its practitioners.

The world of work is changing, and Canada has shown that it values work-related research, practice and education. Over the last decade, topics that relate to career development have been given increasing importance in the media. Careers and work-related topics have daily coverage in local, regional and national media outlets. Publicly funded centres that would seem to be tangential to

the career development sector, such as funding for innovation, often focus on innovation in the field of work and learning, such as at MaRS. Canada has always had a complex set of institutions, government departments and organizations that deliver career-related services and this is only becoming more complex as implications of a changing work-related landscape take hold across the country.

The importance of career development is evident in the political sphere as the federal government launched or modified several initiatives or programs in recent years to support ongoing education or skills development. Many provinces and territories (such as British Columbia, Alberta, Yukon, the Northwest Territories and Ontario) also considered the importance of incorporating skills/career development at a young age and adjusted their educational curriculum. Even the military has reconsidered the importance of career development. Canadian Armed Forces and Veterans Affairs Canada launched a new website to introduce new approaches to lifelong career services in December 2018 to help individuals transition from the military to a civilian career; they continue to work on ways to facilitate those transitions.

At the same time, as a result of shifting federal government priorities Canada has lost some critical organizations and initiatives that were innovative and influential. The Forum of Labour Market Ministers (FLMM) terminated its Career Development Services Working Group which was a pan-Canadian mechanism for all provinces to participate in projects benefiting the country as a whole. For example, under their auspices a review of Quality Service Standards was conducted nationally as was a Mapping Study of the career development sector. The FLMM continues to have a Labour Market Information (LMI) Working Group which is now undertaking significant work to address LMI issues on a national level through the establishment of the Labour Market Information Council (LMIC). LMI is an essential but incomplete component of career development services. In addition, for several years the federal government supported applied research in career development through groups such as the Canada Millennium Scholarship Foundation and the Canadian Research Working Group on Evidence-Based Practice. Both organizations were making excellent progress in many areas of career development practice. There is evidence that the role of such NGOs is being revitalized at the provincial levels as we see some Centres of Excellence being established with clear research mandates (e.g., BC Centre for Employment Excellence, Ontario Centre for Workforce Innovation and Nova Scotia Centre for Employment Innovation) and the establishment of a pan-Canadian Future Skills Centre for research and innovation. We also see some large employers such as the Royal Bank of Canada (RBC) demonstrating interest in leading and funding research initiatives related to career development.

The challenge that faces the sector is how to increase its profile so that it can be among the leaders shaping the future world of education, skills, work and employment. In recent years many new resources that target corporate, academic and policy professionals have been released to ensure that the strength, value and tools the career development field can add to the ongoing significant discussions is accessible to non-practitioners. Two examples of such resources have been published

in the early months of 2019 such as this book on Longevity and the future of work targeting corporate leaders as well as this text highlighting the practical application of more than 30 career development theories applicable for practitioners, educators and managers.

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

The government of Canada, notably through Employment and Social Development Canada, has many programs and initiatives aimed at supporting the development of innovation with regards to skills development. Some of these initiatives (such as the Sectoral Initiative Program and the Union Training and Innovation Program) are available at the organizational level (industry, association, union, etc.) and aim to support training, innovation and labour force development. For instance, the Union Training and Innovation Program recently helped purchase a Mixed Reality and E-Learning platform to provide accessible training nationally for remote communities and key groups.

Other initiatives, such as the Workforce Development Agreements, provides funding to provincial and territorial governments within Canada for the development and delivery of programs and services that help Canadians get training, develop their skills and gain work experience. Innovation is a key feature of the Workforce Development Agreements program as provinces and territories can adapt actual programs or create new ones to meet local labour markets' needs.

In addition to organization-based support programs, the federal Future Skills initiative aims to help identify skills in demand and share innovative approaches to improve the effectiveness of job and training programs across the country. The federal government also recently announced Skills Boost to support new ways for developing skills via existing support programs (e.g., Employment Insurance). Indeed, while Employment Insurance benefits are primarily meant to provide income support to partially replace employment income for eligible unemployed contributors, the program was recently amended to extend this support to many Employment Insurance claimants looking to upgrade their skills.

National programs also support innovation in the delivery of career development services by developing new ways for accessing and using LMI, notably through digital platforms such as the Job Bank mobile application.

As previously noted, Canada historically has not been as supportive of entrepreneurship as in other countries. However, while the majority of Canada's career education and development programs focus on traditional employment, we are as a country becoming more attuned and supportive of entrepreneurship. The largest employer in the country is the public sector. However, among Canadians who work in the private sector, 90.3% work in small- and medium-sized businesses. In the last 10 years, career development programs, post-secondary offerings and community-based

supports for entrepreneurs have emerged. Today, there are many programs offered for entrepreneurs that focus on building careers while building businesses. For example, local Chambers of Commerce, in partnership with the World Trade Centre, offer training and support for Canadian entrepreneurs seeking to expand their businesses outside of Canada. Fewer than 5% of Canadian small businesses export; programs like the Trade Accelerator Program (TAP) serve to amplify growth, supporting entrepreneurs in their own careers.

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?

Canada is working at all levels (federal, provincial and community-based) to provide better access to career-related tools and information across the country. The Job Bank website, already referenced, is being made available through Open Data to encourage broader use by the public; machine learning approaches are being explored to provide better job matches to job seekers. Another federal example is the anticipated update of the content of the Career Handbook, a tool used to define worker characteristics and other indicators related to occupations that are important for career exploration and informed career decision-making.

The federal government also wants to use administrative data, notably through linkages, to produce better LMI (e.g., Education and Labour Market Longitudinal Linkage Platform).

Provinces have also been taking steps to innovate how, where and when career development services can be accessed, including using automation and multilingual supports to address the needs of Canada's diverse population. Employment support for newcomers in many jurisdictions can start before embarkation from home countries through online learning modules and simulations. Creative approaches to ensuring localized access to relevant programs has led to innovative ways of using data to produce LMI and free public libraries reinventing themselves to support open and fair access for citizens to technology, information and career support. In addition to providing access to information and knowledge, public libraries in Canada are now also evolving into centres of digital inclusion for Canadians as an increasing number now allow individuals to access technology and create knowledge.

Innovations also arise from the private sector, such as the Royal Bank of Canada's Future Launch.

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?

Recently, the Canadian Career Development Foundation has taken a leadership role to work with organizations from across the country to update the career development professional Standards and Guidelines (S&Gs). Through this project, career development professional competencies and competency standards will be expanded and revised, potentially facilitating national certification. This initiative is key in supporting career development professionals in Canada to acquire and maintain their skills and knowledge in an evolving environment. The initial S&GS, now 20 years old, significantly changed career development in Canada. Provincial associations were formed, training courses developed, provincial certifications introduced, all as a result of a framework for professional practice. It is anticipated that the current 3-year project which aims, among its multiple objectives, to bring career education and employment services into a common framework has the potential to shape the evolution of the field for years to come.

Aside from this national self-organized initiative, career development certificates are available online and at numerous colleges across the country and University Master's degree programs are available in the Provinces of Quebec and New Brunswick, delivered in French.

### Final reflections

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

The list is too long; we know that IS 2019 will be an incredibly enriching experience and we are looking forward to June!