

Careers Education in Schools in England

A paper for the NICEC comparative study of careers education in schools in the UK and the Republic of Ireland

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Introduction

This paper was written as a pre-conference paper for a NICEC consultation to compare approaches in the five 'home' countries to careers education in schools. The main focus of the project was a consultation conference held in January 2002, where the principal aim was to examine careers education policy and practice in each of the five countries from the perspective of professionals working in the field. The paper sets out the current position in England. Similar papers were written for Northern Ireland, Republic of Ireland, Scotland and Wales.

Definition

The term *careers education* describes those activities planned within the curriculum to enable pupils to develop the knowledge, understanding and skills to plan and manage their individual progression through learning and work, including the ability to make effective use of the careers information, careers advice and careers guidance available.

It is widely recognised that while much career learning will be gained through careers education lessons, often organised as part of a broader programme of personal development, some of the knowledge, understanding and skills will be developed through related processes such as recording achievement and action planning, and through extended activities such as work experience.

Brief historical overview

It was not until the 1960s when careers education lessons first appeared within the school curriculum in secondary schools. In the first half of the 20th century the provision of careers guidance by officers from the former Juvenile Employment Bureau, and later the Youth Employment Service, was dominated by talent-matching approaches. The scope for careers education within the curriculum was limited to helping pupils who had been guided to career decisions to develop the transition skills of making applications and presenting themselves at interview, and some understanding of the world of work, including pay slips and the role of trades unions.

It was only when practice in England became influenced by the developmental theories of vocational guidance, again from the USA, that a rationale for a more substantial contribution of careers education emerged. Peter Daws and his colleagues, working at the University of Leeds Vocational Guidance Research Unit, were influenced by the work of

Donald Super and did much to introduce his ideas into the secondary school curriculum in England. The culmination of these developments was the publication of what is now, a quarter of a century further on, commonly viewed as a seminal work in this field (Law and Watts, 1977), which identified four elements of careers education: self awareness; opportunity awareness; decision learning; transition learning. This has become known as the 'DOTS analysis' of careers work and still has a strong influence on the content of careers programmes in schools today.

The 1970s saw considerable growth of careers education. Careers lessons appeared on secondary school timetables, teachers were appointed to the position of head of careers and the Schools Council initiated a major careers education curriculum development project. The Careers Library Classification Index was developed and in 1973 the Youth Employment Service was replaced by the Careers Service. Careers services were established within each local education authority (LEA) and this set the foundations for the now familiar partnership approach to careers education and guidance for young people. Careers officers from the careers service went into schools to provide careers interviews, while careers teachers in schools had responsibility for planning and teaching programmes of careers education in the curriculum.

These developments continued into the 1980s, and were supported through the Government's major curriculum initiative of that decade, the Technical and Vocational Education Initiative (TVEI). Not only did TVEI provide the policy imperative and funding to support the development of careers education and guidance, it also promoted related aspects of schools' work, notably work experience and recording achievement. It drew heavily on earlier work in careers education and in pre-vocational education. Partnership working also continued to be

fostered, with the publication of a very clear statement by Government endorsing such approaches (DES, ED, Welsh Office, 1987). By the end of the decade schools were beginning to see careers education as part of a wider curriculum provision of personal and social education (PSE), and were starting to timetable careers education lessons as a component of PSE programmes. This was, in part, a recognition of the links between these two areas of the curriculum, but also a pragmatic response to fitting careers education around the demands of the National Curriculum.

The beginning of the next decade, the 1990s, was not good for careers education. The Government had introduced a national curriculum and in the original consultation document there was no mention of careers education. Subsequently it was identified as one of five cross-curricular themes, to be accommodated within the schemes of work for other subjects or within the limited time available beyond a heavily prescribed national curriculum. By the middle of the decade, however, the situation had begun to improve. Firstly, there was some relaxation of the prescription in the national curriculum subjects, which created some space for careers education. Secondly, the Government, influenced by the Confederation of British Industry (CBI) and arguments focused on the economic benefits of guidance, introduced legislation to make careers education, for the first time in England, part of the statutory curriculum, although outside the National Curriculum. This meant that careers education was a compulsory element of the school curriculum, but there was no prescribed programme of study. Around the same time, market approaches were introduced to careers guidance and the former LEA careers services were privatised and brought under the direct control of the Secretary of State for Education and Employment.

This brings us up to date, to the beginning of the 21st century. In September 2000, a further revision of the National Curriculum was implemented in schools. Careers education was still categorised as a statutory requirement outside the National Curriculum with no programme of study. The Government had introduced a new, non-statutory framework for personal, social and health education (PSHE), which included elements of careers education, and would be requiring schools to introduce a new, statutory subject – citizenship – with effect from September 2002.

In 2000 the Government announced that, in England, the careers service was to be replaced by a new support service for young people, Connexions. The Connexions service will subsume all the responsibilities of the careers service for work with young people and integrate them with the work of other support agencies, such as social services, health, education welfare service, etc. It will be for all 13-19 year-olds, with particular priority given to individuals at risk of not making a successful transition into learning and work in adult life. The new service is being phased in from April 2001. Under Connexions the provision of guidance will be differentiated to meet individuals' needs: access for all pupils

to a good quality programme of careers education will be even more important than ever.

The rest of this paper sets out the current situation with regard to careers education in schools in England, and the support for this area of the curriculum.

Statutory requirements

Maintained secondary schools in England have a statutory duty to provide a planned programme of careers education within the curriculum during the period covered by Years 9, 10 and 11, the final three years of compulsory schooling, (i.e. for pupils aged 13-16). They are also encouraged to start earlier (e.g. Years 7 and 8) and to continue post-16. This requirement was introduced in the Education Act 1997 and came into effect from September 1998. The Act includes reserve powers to extend by regulation the age range for the statutory requirement. There is no prescribed programme of study for careers education, although there are broad, suggested learning outcomes (see later section on curriculum guidelines).

To set the requirements for careers education within a wider context, all maintained schools in England are required to teach the National Curriculum 5-16. This comprises:

- English
- mathematics
- science
- modern foreign languages (secondary schools only)
- design and technology
- history }
- geography }
- art } (optional 14-16)
- music }
- physical education
- information technology
- citizenship (from September 2002)

In addition, all maintained schools are required to teach religious education and maintained secondary schools are required to teach sex education and careers education. Further, all schools are encouraged to teach PSHE.

Approximately 7% of pupils in England are educated in independent/private schools. Although these schools are not required to follow the National Curriculum, most do in practice.

The Government department with responsibility for the school curriculum is the Department for Education and Skills (DfES). Careers education policy is the responsibility of the Connexions Service National Unit (CSNU): this makes it separate from policy responsibility for the rest of the school curriculum, which resides with the Curriculum Division. Very recently there have been changes in the

position of responsibility for Key Stage 4 (i.e. the curriculum for 14-16 year-olds) within the DfES, as part of the development of a coherent 14-19 phase of learning, and this may reduce some of the separation of careers education from other elements of the curriculum post-14.

Curriculum practice

How the curriculum is organised, and how much time is allocated to each subject area, are matters for schools themselves.

In many secondary schools separate careers lessons have disappeared from the timetable, although several special schools still adopt this approach. Most schools organise their careers education up to age 16 through a combination of:

- discrete careers education (organised within a wider programme of PSHE and citizenship);
- careers education integrated within other subject areas (common locations are English, humanities and ICT);
- extended provision, e.g. work experience, collapsed timetable days.

With regard to the discrete, or separate, provision there are three main models, beyond the 'separate careers lessons' approach.

- (a) **Carousel of modules**
Careers education lessons are organised as one module of several weeks, within a carousel arrangement that includes other elements of PSHE and citizenship.
- (b) **Tutorial programme**
Careers education lessons are planned within a programme of PSHE and citizenship, taught by form tutors in tutorial time.
- (c) **Integrated course**
Careers education lessons are planned within a coherent programme of PSHE and citizenship, taught by a team of PSHE/careers/citizenship teachers.

Because of this range of approaches it is difficult to quantify how much careers education is taught in schools. A recent survey conducted by the NFER (Morris *et al*, 2001) indicated the following *per annum* averages:

Year 9	9.5 hours
Year 10	14.5 hours
Year 11	13.5 hours

(These figures do not include the 25-50 hours of curriculum time devoted to work experience in Key Stage 4 in over 90% of schools.)

Almost all schools with sixth-forms, i.e. with provision for post-16 (post-compulsory) education, continue to provide careers education in Years 12 and 13, as part of an enrichment

programme beyond the students' main courses of study. A major focus of sixth form careers education is preparation for higher education, and several studies have found that preparation for other options, including employment at 18, is not good.

Some primary schools include work in the curriculum on learning about the world of work and preparing for transition, but would not label this careers education. The term that is commonly used to describe such work is career-related learning.

Curriculum guidelines

The Qualifications and Curriculum Authority (QCA) has responsibility for providing guidance to schools on the curriculum. It also oversees arrangements for assessment and accreditation.

For each of the national curriculum subjects there is a prescribed programme of study, and for PSHE there is a non-statutory framework. The arrangements for RE are different in that schools are required to follow the Agreed Syllabus for their LEA area. Sex education and careers education are the only areas of the statutory curriculum where schools determine the content themselves. QCA has published suggested learning outcomes for careers education (QCA, 1999).

Ministers are considering the publication of a national, non-statutory framework for careers education, as part of developments in 14-19 learning, and this suggestion has been widely welcomed by the field. There is also a proposal that schools should provide careers education from the beginning of Key Stage 3, i.e. Year 7 (age 11).

There are no requirements on schools to assess pupils' learning in careers education, although QCA has recently approved several non-GCSE qualifications to accredit achievement in careers education.

Inspection and quality assurance

All schools are inspected, at least once every six years, by teams of private inspectors working under contract to the Office for Standards in Education (OFSTED). The inspections follow a detailed common Framework.

At present all national curriculum subjects, RE and PSHE each have a separate paragraph in the inspection report, while provision for careers education is reported on within the section on curriculum in general. This means that often in practice no more than a few sentences about the school's provision for careers education appear in the final report.

OFSTED is about to publish new guidance for inspectors on the inspection of careers education and guidance.

Careers services have sought to promote good quality careers education and guidance in schools by developing, in

partnership with schools, local quality standards. These are often accompanied by accreditation schemes leading to quality awards.

Careers teachers and their professional development

No teachers in England train initially as careers teachers. Careers teachers are teachers of other subjects who are then appointed to the post of careers teacher, commonly called 'careers co-ordinator' today. This position of responsibility is usually combined with a continued, but slightly reduced, subject teaching commitment and sometimes also with one or more other middle management roles. The salary grading for the post varies considerably from school to school, and often does not reflect appropriately the management tasks involved, not least supporting the work of tutors who teach the careers education programme.

Any training careers co-ordinators have for their post will be acquired through in-service training (INSET). There is no requirement for a careers co-ordinator to participate in INSET or to gain a professional qualification in careers education and guidance, but training for careers work is encouraged through the Government's arrangements for INSET for careers teachers.

Up until 1995 there was no national scheme for careers teacher training. Individual LEAs, careers services and other organisations made courses available and individual teachers made decisions about whether or not to attend, the costs being covered by the organisers, the schools or the teachers' own resources. In 1995 the Government recognised the need to promote training for careers teachers and made available funds through two sources: the Grants for Education Support and Training (GEST) to LEAs; and, INSET budgets within careers services. The former continued for three years until 1998 while the latter remain available, and will be continued through the new Connexions arrangements. Connexions partnerships will have responsibilities for providing in-service training for careers teachers, and for providing support for curriculum development. The 47 Connexions partnerships in England are organised on a range of different models and there is some anxiety about who will manage the budgets for careers teachers' training in the future, particularly in areas where sub-contracting arrangements are in place.

The professional development provided through the careers services and Connexions partnerships takes four main forms:

- funding to attend accredited courses leading to professional qualifications awarded by higher education institutions;
- one-day courses and conferences;
- local support networks/careers associations;
- in-school INSET.

Recent figures (OFSTED, 1998) suggest that only a third of school careers co-ordinators hold a professional qualification in careers work.

An NVQ for careers education and guidance co-ordination (at level 4) has been developed but no awarding body is offering it yet.

Professional association for careers education

The professional association for careers teachers in England is the National Association of Careers and Guidance Teachers (NACGT). The NACGT has approximately 2000 members, throughout England and Wales. It was founded in 1969, as the National Association for Careers Teachers.

The NACGT provides regular mailings to its members, including five newsletters and five issues of its journal each year. It also publishes an annual handbook for careers co-ordinators and organises a major national conference each July. The Association lobbies Government departments and agencies on behalf of its members and over recent years has established an effective working relationship with the key organisations for the benefit of its members.

The Association is run by an Executive Council of 15 members, including five officers. All Council members work for the Association on a voluntary basis and, in recognition of the competing demands of working for the Association and earning a living, the President is paid the equivalent of a half-day per week from the Association's funds. The work of the Council is supported by a paid General Secretary (0.4). The Council meets on six Saturdays a year. The subscription for all members is currently £40 p.a.

The future

The Government is considering the production of a national, non-statutory specification for careers education and guidance, in secondary schools. This will be developed and consulted upon during the remainder of the school year 2001/02. The Government has also recently announced a national support programme for careers education. Some activities within the programme have been agreed from the outset, while others will be negotiated with CSNU within the DfES during 2002.

CSNU in England has provided funding to support the NICEC project for which this paper has been written. It is hoped that the findings of the consultation event, and any recommendations that emerge, will help the Unit to focus its support for careers education so as to promote the best of practice in schools.

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Careers Education in Schools in Northern Ireland

A paper for the NICEC comparative study of careers education in schools in the UK and the Republic of Ireland

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Introduction

This short paper has been written for the NICEC comparative study of careers education in the UK and Ireland. It outlines the development and current provision of careers education and guidance (CEG) in Northern Ireland schools. It is hoped that the findings of the project will be shared with all stakeholders involved in developing CEG in Northern Ireland schools, and that any recommendations that emerge will help to focus further support for careers education, to promote the best practice in schools.

The Department of Education for Northern Ireland (DENI) has overall responsibility for education in Northern Ireland but it delegates responsibility to five regional Education and Library Boards (ELB). Currently, Northern Ireland has a selective post-primary system where pupils' post-primary school destinations are based on their performance in the transfer test. There are two types of post-primary school in Northern Ireland, Grammar and Secondary, and these schools are further sub-divided into controlled, maintained, integrated and voluntary. All schools receive funding from the Department of Education.

Northern Ireland has seen rapid changes and developments in education, training and employment in recent years. The demand for improvements in the level, nature, relevance and variety of qualifications, together with changes in patterns of work as a result of technological development and organisational restructuring, have had major implications for education. The 1995 Department of Education publication *Better Choices – Putting Principles into Practice*, states that schools face a major challenge in deciding how best they can help young people to prepare for 'a route through life that will cover a wide range of territory and involve many cross-roads and decisions'. Rafts of government initiatives were implemented to ensure that educational structures would support the development of a competitive, innovative, dynamic and knowledge based economy. The most significant of these came as a result of the implementation of the 1989 Educational Reform (NI) Order. It recognised the major role to be played by careers education and guidance in this changing environment and stated that all schools were required to deliver careers education as part of the compulsory curriculum for all pupils from ages 11-16.

Recent developments in CEG within the Northern Ireland curriculum

The Northern Ireland Curriculum was introduced on a phased basis from 1990. It was reviewed in 1994 and the revised Northern Ireland Curriculum was introduced from September 1996. The curriculum is defined in terms of four key stages, which cover the 12 years of compulsory schooling.

- Key Stage 1, covers school years 1-4 for pupils aged 4-8;
- Key Stage 2, covers school years 5-7 for pupils aged 9-11;
- Key Stage 3, covers school years 8-10 for pupils aged 12-14;
- Key Stage 4, covers school years 11-12 for pupils aged 15-16.

The Northern Ireland Curriculum is divided into six areas of study, which are supported by six educational or cross-curricular themes. The intention is that these educational themes, of which careers education is one, are not seen as separate subjects but should be woven through the main subjects of the curriculum.

The prescribed Northern Ireland post-primary curricular requirements for Key Stages 3 and 4 are as follows:

Key Stage 3	Key Stage 4
Religious Education	Religious Education
English	English
Mathematics	Mathematics
Science & Technology	Science & Technology
(Science & Technology & Design)	(Science)
Environment & Society (History and Geography)	Environment & Society (A course in one of History, Geography, Business Studies, Home Economics, Economics, Politics or an appropriate modular provision)
Creative & Expressive (Art and Design, Music and PE)	Creative & Expressive (Physical Education)
Modern Language French or German or Italian or Spanish or Irish	Modern Language (An approved course in a modern language)
Six educational themes <ul style="list-style-type: none"> • Education for Mutual Understanding • Cultural Heritage • Health Education • Information Technology • Economic Awareness • Careers Education 	Six educational themes <ul style="list-style-type: none"> • Education for Mutual Understanding • Cultural Heritage • Health Education • Information Technology • Economic Awareness • Careers Education

The Northern Ireland Curriculum Council (NICC) *Cross-curricular themes – Consultation Report* (1989), indicated that all teachers of Key Stage 3 & 4 had a shared responsibility for developing and delivering careers education within their academic subject. It recommended that 'appropriate skills, knowledge and understanding relating to careers education should be incorporated into programmes of study and attainment targets for compulsory subjects of the Northern Ireland Curriculum'. However it became clear that while careers education was included within subject programmes of study the delivery of careers education was not taking place. It was accepted by that subject teachers lacked the expertise of the careers teacher and that improved resources and trained personnel were required.

In 1995, *A review of Careers Guidance – Improving Quality*, undertaken by the DENI and the Training and Employment Agency (T&EA), was published. It recommended that:

'The Education and Training Inspectorate should publish indicators of quality of careers education and guidance to inform the self-evaluation undertaken by the schools, colleges and training organisations.'

Review of Careers Guidance – Improving Quality, DENI (1995).

This document recommended that the responsibility for the provision of careers guidance should rest with the school and suggested that policy statements should be developed

which specify pupil entitlement. It emphasised the importance of personal careers planning (PCP) and focused on the 'partnership' between the school/college and the T&EA. It recommended that a 'service level agreement' between the two parties be established.

In 1996, the Education and Training Inspectorate (ETI), published *Evaluating a Careers Programme*, which was in response to the 1995 review body's recommendations. The main aim of the document was to help those involved in the management, teaching and support of careers programmes improve their current practice and, through the process of self-evaluation, gain improvement. The report made several recommendations. Firstly, it was recognised that cross-curricular careers experiences in other subjects made a valuable contribution to careers education. However, it stated that both timetabled careers lessons and a cross-curricular approach were necessary for a comprehensive careers programme. The report provided benchmarks against which schools could evaluate the quality of CEG programmes. It recommended a careers education and guidance framework consisting of six core components and highlighted the management and organisational arrangements for an effective careers programme. It can be argued that this document contextualised careers education and guidance in Northern Ireland; although it was not within the traditional framework of a Programme of Study.

Also in response to the 1995 review, the Northern Ireland Council for the Curriculum, Examination and Assessment (NICCEA) published, in 1996, *Careers Planning for the Future*. This document helped schools in the development of CEG policy statements and provided guidance for the introduction of PCP. The publication highlighted performance indicators to assist schools and colleges in measuring the learning outcomes, which might be expected from students in relation to the aims and objectives of the careers programme.

In 1996 the T&EA published a report entitled *Service Level Agreements – Partnerships in Practice*. This report outlined a framework for the development of stronger partnerships between schools and the T&EA. It highlighted that schools' and T&EA's careers work should be complementary and argued that collective responsibility and joint planning/delivery would bring coherence to the careers programme. The Service Level Agreement was introduced in 1996. However, it can be argued that in some cases it was little more than a paper exercise.

In 1999 NICCEA published *Key Messages from the Curriculum 21 Conferences*. It highlighted the need for employers to demonstrate a range of key skills and emphasised the importance of PCP in the process of lifelong learning. It highlighted the need for workers to acquire both knowledge and skills as they move through adult life in order to help them prepare for the increased globalisation of the workplace. The importance of these skills was recently

highlighted in *The Northern Ireland Skills Monitoring Survey 2000*, published by The Department of Higher and Further Education, Training & Employment in January 2001. It accepted that generally pupils were obtaining good educational qualifications but 'many young people lacked the skills required in the work place and were not adequately prepared for the world of work.'

In March 1999, The Northern Ireland Economic Development Strategy Review Steering Group published the *Strategy 2010* document. It recommended that the current system of CEG should be enhanced and that a public sector body could possibly offer enhanced careers guidance. It recommended that Business Education Partnerships be developed and that Initial Teacher Training should include an industrial placement.

It is evident that from the above review that there have been significant developments in the nature of CEG in Northern Ireland schools. In December 2000 ETI published a *Report of a Survey of Careers Education in Post-Primary Schools*, which suggested that further refinements were necessary. The key issues identified included the need for a taught programme of CEG and the better co-ordination of careers as an educational theme. It again highlighted the need for the development of PCP and emphasised the need for skills development, the need for recognised training and the use of ICT resources.

Between January and December 2000 the Careers Review Group carried out a review of CEG in schools and colleges. A report of their findings is not yet available. However it is hoped that the working group will address issues to ensure that each pupil has access to a high quality careers education and guidance programme.

Careers education curriculum practice

One of the major weaknesses of careers provision in Northern Ireland is the lack of a specific programme of study. The *Evaluating a Careers Programme*, published by the DENI in 1996, was produced to assist school in the monitoring and evaluation of its careers provision. It identified six core components, which should be present in a schools programme. The current curriculum practice in each of these areas is as follows:

- **Timetabled lessons**

Most schools provide timetabled careers lessons between years 10–14; however very few schools provide any careers education in years 8 and 9. The extent and content of the lessons vary, with many programmes delivered on a modular basis through personal and social education (PSE) programmes. In general, year 10 focuses on GCSE subject choice, years 11 and 12 on decision-making, careers opportunities and work experience while years 13 and 14 concentrate on higher/further education application.

- **Cross-curricular provision**

As stated earlier, careers education is one of the six cross-curricular themes of the Northern Ireland statutory curriculum. It was intended that this theme should be integrated within all subjects of the curriculum. There is clear evidence that careers education as a cross-curricular/educational theme is poorly developed.

- **Careers guidance for individuals**

The extent of careers guidance interviews in schools varies. Some schools interview pupils at each decision making stage, others interview all year 12 pupils, while some school's focus on those who are in need of greater support.

- **Careers information**

The access to high quality, up-to-date careers information varies from school to school and depends on the resources available to the careers co-ordinator.

- **Experiences of work**

Experiences of work can take a variety of forms, with the most common form being a period of placement with an employer during Key Stage 4. In some schools, particularly grammar schools, work shadowing is offered to pupils during their post-16 education. Whilst it is accepted that this aspect of careers education is one of the most significant and beneficial for pupils, the quality of placement varies. Much work has been done to address this problem in recent years which has resulted in stronger business/education links and the development of Business Education Partnerships. NICCEA and The Northern Ireland Business Education Partnership (NIBEP) have developed quality standards for employers and schools along with teaching materials and student logbooks.

- **Personal career planning (PCP)**

NICCEA, in their document entitled *Careers Planning for the Future*, define personal career planning (PCP) as 'a process which enables young people to make informed decisions and choices in relation to career development, and to act on those decisions'. The document goes on to say that careers programmes should be planned and implemented so that the students' decision-making skills are developed. The ETI survey of careers education, December 2000, states that 'pupils where the PCP process is well developed acquire useful skills in researching and evaluating careers information'. However, the report goes on to say that 'in the majority of schools, the PCP process is not given sufficient emphasis in helping pupils to refine progressively the decisions which they make about options open to them when leaving school'.

The *Evaluating a Careers Programme*, published in 1996 by DENI, states that all six core components are necessary for an effective careers programme.

T&EA Careers Service

Careers officers are employed by the T&EA and must, in order to practice, hold either the post-graduate Diploma in Careers Guidance or the NVQ level 4 in Guidance. Their primary role is to provide impartial guidance to young people in schools, colleges, training organisations and to the young unemployed. The careers officer's work in schools and colleges is formalised through service level agreements. However the level of support from the careers service has declined due to a lack of resources, with many officers only able to support year 12 pupils.

Inspection and quality assurance

ETI are responsible for carrying out all school inspections and therefore evaluation of careers work.

In the Review of Careers Guidance, undertaken in 1995, the review group made two specific recommendations relating to the ETI. Firstly, it recommended that ETI should publish quality indicators and, secondly, it should carry out periodic surveys of CEG in order to aid quality assurance. In 1996 DENI published *Evaluating a Careers Programme*. This document has been used by both schools and the careers advisers in each of the ELBs to promote good practice, and by the Inspectorate in evaluating careers programmes. Since 1995 the ETI has undertaken a number of inspections and surveys in careers education, with the most recent report published in December 2000 on a survey of careers education in post-primary schools.

Careers teachers and their professional development

In Northern Ireland a teacher does not train to become a careers teacher. There is no provision within the Initial Teacher Training programme for CEG. Careers teachers are teachers of other subjects who become involved in careers education through interest, appointment or requirement. Most schools would have a careers co-ordinator with a reduced teaching timetable. However, there are a few Northern Ireland schools which have a full time dedicated careers co-ordinator.

In its survey of Careers Education in Post-Primary Schools (December 2000), the ETI highlighted that 'in about one-third of the schools, the staff involved do not have specialist qualification in careers education'.

Each ELB has a CEG adviser who provides in-school support and organises a range of short courses each year for careers teachers. The two Higher Education Institutions in Northern Ireland provide careers education qualifications. Queen University Belfast (QUB) provides the opportunity for teachers to complete a certificate in Careers Education and Guidance, while the University of Ulster (UU) provides a framework which allows teachers to obtain a Certificate, Diploma or Masters degree in CEG. It is accepted that in

order for careers education to be developed a major initiative on training is essential.

Professional association for careers educators

The professional association for careers teachers is the Northern Ireland Careers Association (NISCA). NISCA has 146 post-primary school/institution members and has been in existence for approximately 20 years. The subscription for school membership is £20 per year.

NISCA is run by an Executive Council of 13 members. All executive members work for NISCA on a voluntary basis. The executive meets 10 times per year. NISCA produces and distributes regular newsletters and is currently developing a strategy for more effective communication to its members. The main work of NISCA is the organisation of its annual conference in November. This two-day conference focuses on issues which are of concern to its members. It attracts approximately 120 delegates each year. In recent years there has been an emphasis on ICT and employability.

The association lobbies government and agencies on behalf of its members and in recent years has had representation on the Careers Review Group. NISCA also has representatives on the Northern Ireland UCAS Standing Group. The organisation has developed close links with other careers teachers' associations and regularly sends delegates to careers-related conferences in the British Isles.

The future

The provision of CEG in Northern Ireland is likely to undergo further development as a result of the NICCEA Curriculum Review at Key Stages 1-4, and the Northern Ireland Post Primary Review.

- **NICCEA curriculum review**

NICCEA have proposed several curriculum changes at Key Stage 1-4 which could impact upon CEG. One important recommendation, which will have an impact on the delivery of careers education in schools, is the introduction of a programme of Education for Employability as part of a Personal Development Programme. Education for Employability would cover work in the global economy, career management and skills and qualities for work and would provide a strong basis for lifelong learning in a rapidly changing employment market. It is suggested that Personal Development should occupy approximately 10% of curriculum time.

- **Post-primary review**

The Government established the Northern Ireland Post Primary Review to consult and bring forward recommendations for the future organisation of post-primary education in Northern Ireland. Their report in October 2001 highlighted three proposals:

- The development of a pupil profile to provide information to parents, pupils and teachers
- The abolition of the eleven plus transfer test and the end of academic selection
- The creation of local collaborative networks of schools in a system of collegiates.

The review body accepts that CEG has a central role in helping pupils reach their full potential and that it is an important link between education, training, employers and the economy. They highlight that CEG will become a more important element of the school experience as Curriculum 2000 and the National Framework of Qualifications are implemented. The changes in the world of work, in the structures of business and industry, in the patterns of work, and the availability of a range of qualifications, demand a more effective and up-to-date CEG system. The review body believes that the collegiate structure offers significant opportunities for improving CEG in schools. Each collegiate would have a large body of staff with wide and varied experience. They believe that there would be opportunities for the sharing of resources and they would provide a strong basis for enhancing the status, effectiveness and efficiency of CEG in schools.

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Careers Education in Schools in the Republic of Ireland

A paper for the NICEC comparative study of careers education in schools in the UK and the Republic of Ireland

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Introduction

Few societies have changed so rapidly and so radically as has the Republic of Ireland in the past 30 years. Changes brought about by industrialisation and modernisation, which in other western countries took place over a period as long as 150 years, have in Ireland been telescoped into a much shorter time span. The changes have been particularly substantial in the cultural, social and economic circumstances of young people. Educational changes in the Republic of Ireland have evolved from economic, social and political influences within the country and from the latest trends in Britain, continental Europe and the United States of America. Career guidance and counselling, like all aspects of our educational system, have developed in response to these factors. As a consequence, the Irish guidance counselling service tends to be a compromise between the American model, which emphasises personal counselling, and the European model, which almost exclusively focuses on the concept of career guidance. This compromise in the Irish system is well illustrated by the way different practitioners devote different amounts of time to the various tasks involved in guidance counselling.

Brief historical overview

One of the first public calls for a guidance service in the Republic of Ireland was made in a Report of the Commission on Youth Employment. In 1960 the first educational psychologist was appointed, with responsibility for developing a guidance service in the schools of the City of Dublin Vocational Educational Committee. In 1966 the guidance and counselling service in second-level schools was formally established by the Department of Education.

The establishment of a guidance and counselling service in the Republic in the late 1960s can be attributed to the following factors: firstly, the rapid industrialisation that took place in Ireland during this decade; secondly, a reduction in the rate of emigration caused by this industrialisation; thirdly, the availability of a wider range of careers for people within the country.

The guidance and counselling service in the Republic was at a relatively high level, by international standards, until cut-backs in the service were introduced by the state in 1983. Prior to this a guidance counsellor could be appointed to a school, in addition to regular teaching staff, on an ex-quota basis, in schools with 250 or more students. Following the cut-backs this ratio of 1 guidance counsellor to 250 students was raised to 1 to 500. In effect, this meant that if schools with fewer than 500 students wished to employ a guidance counsellor, they had to do so within the overall staff allocation of the school.

Relatively little published information is available on the evolution of the guidance and counselling service in second-level schools. However, in a paper prepared by officials of the Department of Education in 1979, it was reported that as many as 400 guidance counsellors were active in schools (O'Connor & Walshe). The findings of a survey conducted by members of the Department of Education's Psychological Service in 1984/85 showed that 69% of 316-second-level schools offered a guidance and counselling service, but that the extent of the service had been substantially reduced since the 1983 cut-backs in 25% of the schools (Department of Education 1987). In a survey of 78 second-level schools conducted in 1985 by the School Guidance Committee of the Department of Education, 78% of schools were found to have a guidance counsellor on the staff. Of this percentage 36% were appointed on an ex-quota basis, 35% were not ex-quota and 7% were shared between schools (Department of Education 1987). Furthermore, in a survey of 667-second-level schools, conducted by the Institute of Guidance Counsellors during the 1989/90 school year, 78% of schools were found to offer some guidance and counselling. When types of school are analysed it was found that 5% of community/comprehensive schools, 18% of secondary schools and 34% of vocational schools offered no guidance and counselling service (Institute of Guidance Counsellors 1990).

While some research has been undertaken since the late 1970s regarding the work of guidance counsellors, there is no evidence of any large-scale research in this area. In official documentation the role of the guidance counsellor is discussed in relation to three broad areas: firstly, the provision of information about educational, vocational and career choices; secondly, appraisal and assessment of students; thirdly, counselling for those experiencing learning or personal difficulties. This classification of the work of guidance counsellors is useful to the extent that it identifies the broad range of activities involved in their work. A consistent finding of various research studies shows that educational, vocational, and career counselling is the main

activity of guidance counsellors. In practice, the emphasis given to each of these activities is likely to vary depending of such factors as: school ethos, the interests and preferences of guidance counsellors themselves and other functions that guidance counsellors may be assigned to undertake by school management.

The counsellor role in providing information about careers and courses of study has become more complex in recent years. Some reasons for this development include: firstly, an increase in the proportion of students who stay in the school system after the junior certificate examination; secondly, an increase in the range of senior-cycle courses and post leaving certificate courses; thirdly, the expansion of third-level education and training options at home and abroad. Some counsellors are involved in vocational preparation courses and transition year programmes and may seek opportunities for students to obtain work experience in local industries. Furthermore, the counselling aspect of guidance counsellors' work has become much more demanding due to many changes and problems encountered by people in modern society. In the 1993 National Survey, conducted by Professor Liam Ryan of Maynooth College on behalf of the IGC and referred to above, it was stated that 'the role and work of the guidance counsellor has changed dramatically in the past 25 years'.

In 1991, provision for expansion of the guidance and counselling service was made in a proposal for the recognition, on an ex-quota basis, of 0.5 of a whole-time post for guidance in schools in the 350-499 enrolment category.

It is now proposed to refer to more recent research findings with regard to guidance and counselling. In the school year 1999-2000 the Department of Education and Science (DES) conducted an audit of the guidance and counselling provision in post-primary schools. The key findings from this audit are as follows:

Under-utilisation of guidance allocation

There was significant under-utilisation by school management of the allocation to guidance given by the DES. This applied in 23% of secondary schools, 25% of community and comprehensive schools, and 44% of vocational and community colleges. The audit findings also show a marked non-compliance with DES Circulars on the use of the guidance allocation to schools.

Guidance in junior cycle

25% of schools which participated in the audit reported that no guidance counsellor time was spent with junior cycle students. The smaller the school the more likely this was to happen: e.g. 38% of schools with less than 200 students, 39% of schools size 200-249, and 31% of schools size 250-499 students. In general terms, 78% of all schools reported that less than 30% of guidance counsellor time was spent with junior cycle students.

Facilities for guidance

The overall picture with reference to the provision of office, telephone line, computer, internet access, and access to photocopier, fax, secretarial and administrative support was positive.

Profile of guidance counsellors

Just over 50% of guidance counsellors working in school in 1999-2000 obtained their guidance qualification since 1986. 23% of all guidance counsellors working in post-primary schools were listed as having qualifications other than postgraduate ones in guidance and counselling obtained in the Republic of Ireland.

An important policy initiative was taken by the Irish Government in 1995 with the establishment of the National Centre for Guidance in Education (NCGE). This Centre was established to support and develop guidance in all educational settings and to inform the policy of the Department of Education and Science pertaining to guidance. Since NCGE's inception in 1995 the Centre has contributed to government policy through the development of a number of policy documents and initiatives that have supported and contributed to the development of new and existing guidance services across educational settings.

The National Centre for Technology in Education (NCTE) was established under the aegis of the DES in 1998. Its main initial tasks were to manage the implementation of the government's Schools IT 2000 Initiative, to develop ICT policy proposals and to provide policy advice to the DES. The free provision by government to second-level schools of Information and Communication Technology (ICT) and Internet connectivity dedicated to guidance has resulted in the utilisation of ICT for guidance purposes and has influenced the way guidance is delivered in schools. Under the Schools IT 2000 Initiative Programme, grants for the provision of computers and internet access for guidance counsellors were issued to schools in December 1999 and March 2000. A National In-service Training course in Information and Communication Technology (ICT) Skills for Guidance Counsellors was developed and delivered in the year 2000. This course was developed in conjunction with the NCGE and the IGC.

A Grant for software, to the amount of £350, was also made available to each school. This was in addition to a free copy of Qualifax, which was also funded by the NCTE. ScoilNet is the National Educational Portal, which acts as a resource regarding the provision of information, advice and support to schools on Schools IT 2000. Guidance information is provided in two sections of the website: (i) Your Future; (ii) Guidance. The importance of ICT in Guidance was emphasised by the Secretary General of the Department of Education and Science in his opening address at the IGC's Annual Conference, 2000.

The National Educational Psychological Service (NEPS) was established in 1999, on an administrative basis as an Executive Agency of the DES. Included in the functions of this service are to advise the Minister of Education and Science on the policy, general principles and planning for an efficient and effective Psychological Service for children and young people within the education sector. The work of NEPS psychologists encompasses individual casework with children and young people. NEPS also provides a consultation service for teachers and parents, school based projects relevant to educational psychology and the general promotion of mental health in schools. At post-primary level, NEPS psychologists liaise closely with guidance counsellors. The priority from 2000 to 2004 is to put a comprehensive psychological service in place to address the needs of primary and second-level schools.

Statutory requirements

Under the Education Act (1998) guidance is a basic universal entitlement for second-level students. In addition to its normal allocation of teachers, each school is allocated a minimum amount of guidance time, ranging from eight hours per week in small schools with fewer than 250 pupils, to two whole-time posts in schools with in excess of 1,000 pupils. Guidance modules are included on the Leaving Certificate Applied, Leaving Certificate Vocational and Transition Year Programmes. The guidance and counselling service is linked with support services such as: Home-School Liaison, Social Personal and Health Education, and the Stay in School Retention Initiative.

The Education Act (1998) was the first time that legislation was passed dealing with the provision of the guidance and counselling service within the education system in the Republic of Ireland. The Act outlines the responsibilities that the Minister for Education and Science and second-level schools have in relation to guidance and counselling. The Minister has responsibility for prescribing the guidance curriculum in partnership with relevant groups in education and providing students with support services based on their needs. Guidance is identified as a 'support service' in the Act. Schools are required 'to ensure that students have access to appropriate guidance to assist them in their educational and career choices'. This provision has implications for schools in that they are required by law to provide a guidance service to all students.

Under the Education Welfare Act 2000, an Educational Welfare Board was established to monitor school attendance and to keep children at risk in school. The general functions of the Board were identified as ensuring that a child receives a minimum education, and promoting the importance of education in society. Powers include assessing the development of a child to ensure that he or she is receiving a minimum education and to develop plans for children at risk. It is envisaged that the Act will have an impact on improving retention rates in schools and to providing outreach services to early school leavers. Implications for

the provision of guidance and counselling services in formal (second-level) and informal (Youthreach) settings may include liaising with children at risk and providing interventions and support to the child.

Within the education system, DES priority target groups relating to second-level education include the following: young people at risk of school drop out, disadvantaged groups such as ethnic minorities, the travelling community, those suffering from social and economic disadvantage, early and unqualified school leavers on second chance education and training programmes. These groups are identified in policy documents including: The New Deal on Educational Disadvantage (1999), The National Development Plan (2000- 2006) and the Equality Act (2000).

Curriculum guidelines

This section describes the functions of guidance counselling which were outlined in 'Guidelines For the Practice of Guidance and Counselling in Schools', published by the DES in association with the NCGE in February 1996.

1 Counselling

The guidance counsellor draws on knowledge, skills and attitudes from his/her training and experience, to help pupils make decisions, solve problems, change behaviours or effect changes in their lives. Counselling should be offered on an individual or small group basis. The focus of counselling may be on personal, educational and career issues, separately or in combination. The guidance counsellor provides a caring context for counselling young people in personal crisis.

2 Consultation

The guidance counsellor engages in a two-way process of consultation with parents, teachers, school management and referral agencies. Consultation may include advocacy by the guidance counsellor on behalf of a pupil.

3 Assessment

The guidance counsellor uses a range of psychological tests for a variety of purposes, for example, prediction of academic performance, categorisation of occupational interests, assessment of behaviour, educational and career planning, personal and social development. Information from these sources, supplemented by school records and public examination results, enables the guidance counsellor to assist a pupil in decision-making, problem solving, behavioural change and life changes.

4 Information

The guidance counsellor helps pupils to acquire useful information to assist them in decision-making. This entails knowing what information pupils require, identifying sources of useful information, setting up systems for acquiring, storing and disseminating information, and showing pupils how to process and use information.

5 Classroom guidance activities

Classroom guidance activities fall into three main categories:

- (i) Skills enhancement, decision-making, job search, preparation for work placement, study skills, life skills.
- (ii) Developmental programmes, improving self-esteem, gender equity, issues of concern to pupils.
- (iii) Information giving, education training and employment, opportunity awareness and pathways.

6 Referrals

Referrals cover two types of activity:

- (i) Referrals by the counsellor – the guidance counsellor recognises that an individual pupil needs assistance from other qualified helpers outside of school and organises the provision of such assistance following agreed procedures with the school, parents and local agencies. Guidance counsellors need to establish links with appropriate sources of help and have a system for monitoring results.
- (ii) Referrals to the counsellor – teachers, school management and parents may refer pupils to the guidance counsellor. The voluntary participation in counselling of the referred pupil must be respected by all concerned.

7 Vocational preparation

This refers to the provision of experiences that promote the career development of pupils and prepare them for transition to work, training and higher education. Examples of such experience are work experience, work shadowing, visit to workplaces, career exhibitions, etc. Furthermore, the Leaving Certificate Applied and Leaving Certificate Vocational Programmes include material related to educational guidance and career development. The National Council for Curriculum and Assessment (NCCA), in addition to revising syllabuses within the established Leaving Certificate Programme, is also involved in increasing the vocational orientation of each subject. This is to ensure that the subjects in the Leaving Certificate will be more relevant to the needs of students in the future. Many schools also include guidance modules and work experience in their Transition Year programmes.

8 Guidance programme planning

The guidance counsellor assists the principal/school management and relevant staff in drawing up the school guidance programme and in reviewing its operation.

9 Evaluation of school's guidance needs and services

Gathering information about the school's guidance programme and reporting the results of the evaluation are critical for the development of the guidance service in school. At a minimum level the guidance counsellor should keep records in a systematic way of how his/her time is being

used. The reporting of results to the school partnership gives visibility to the work of the guidance counsellor and transparency to the guidance service provided.

The nine functions listed are both demanding and challenging to the guidance counsellor, especially in relation to:

- (a) The management of the guidance counsellor's time between the different functions;
- (b) Meeting the wide range of needs and expectations of the various consumers, pupils, parents, staff, school management;
- (c) Providing a meaningful guidance service that takes into account the number of pupils in a school and the number of hours per week allocated for guidance activities, which may include pupils on Post Leaving Certificate Programmes as well as ones with special needs.

The first set of Guidelines relating to the provision of Guidance and Counselling in second-level schools were issued in 1996. The Guidelines outlined the roles of schools, staff and the DES in the guidance process. Many school staff recognised, for the first time, that they had a role to play in guidance as a result of these Guidelines. Guidance counsellors themselves were clearer regarding the nature of their role after the publication of the guidelines. These Guidelines are currently being revised.

In September 1999 all second-level schools were allocated a minimum of eight hours of guidance time per week.

The results of an audit of the guidance service that was undertaken in 1999/2000 showed that the additional staffing allocation for guidance to second-level schools by the DES was not being utilised by all schools. This led to the DES adopting a targeted approach to the provision of additional support to schools for guidance purposes. Under the Guidance Enhancement Initiative 2001, schools were invited to submit proposals for additional staffing resources for guidance purposes. Proposals that included the following were given priority: (a) establishing links with local and business communities; (b) promoting the uptake of science subjects at senior cycle; (c) a focusing on disadvantaged pupils. As a result of this initiative the equivalent of 50 full-time guidance posts have been provided, benefiting 103 schools to date.

Careers education classes are a normal part of a school's guidance programme. While there is no mandatory hours requirement, the classes tend to take place at senior cycle. In certain Leaving Certificate Programmes e.g. Leaving Certificate Applied (LCA) and Leaving Certificate Vocational Programme (LCVP), careers education is a formal part of the curriculum. Careers education also forms part of the Transition Year Programme (TYP).

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Second-level schools in the free education scheme are allocated the following number of guidance hours by the Department of Education and Science.

Schools with up to 250 pupils	8 hours per week
Schools with 250 - 499 pupils	11 hours p.w.
Schools with 500 - 799 pupils	22 hours p.w.
Schools with 800 - 999 pupils	33 hours p.w.
Schools with 1000 or more pupils	44 hours p.w.

Recently 103 second-level schools received extra guidance hours under the Guidance Enhancement Initiative (GEI) and therefore would have a greater number of guidance hours per week than shown by the above table. The use of the allocation of guidance hours is left to the discretion of the individual school. The Education Act (1998) requires that schools provide pupils with appropriate guidance. However, the recent audit highlighted that the majority of schools provide little or no guidance to pupils in the junior cycle.

Note: The school week in the Republic of Ireland consists of 22 timetabled hours

Inspection and quality assurance

The function of the guidance and counselling inspectorate was formerly part of the role of psychologists who worked within the DES. In effect the other facets of their role, i.e. assessment, support and advice, were frequently carried out by the psychologists. With the establishment of the National Educational Psychological Service (NEPS) formulation of policy and the inspection role now remain in the DES. At present there is an Assistant Chief Inspector, with responsibility for Guidance and Counselling, a Senior Inspector, and two recently appointed Inspectors. The Education Act defines 'guidance and counselling services' as one of the 'support services' which the Minister provides to students, or their parents, schools or centres for education, while stating that one of the functions of a school, is to 'ensure that students have access to appropriate guidance to assist them in their educational and career choices'. The recent developments will greatly change the position of guidance and counselling in schools, as now there is a statutory obligation to provide access to appropriate guidance. The Education Act also states the role of the Inspector as being advisory, supportive and evaluative. The establishment of a Guidance Inspectorate places new emphasis on the importance of Guidance and Counselling and is the beginning of mainstreaming the subject. All of these recent developments will give a new quality assurance to the guidance provision.

The quality of the guidance and counselling service is monitored through:

- (a) The guidance inspectorate
- (b) Guidelines for guidance programme planning in schools

- (c) Monitoring and evaluation of allocations under the GEI 2001.

Guidance counsellor training and professional development

The first professional training course for guidance counsellors was established in the Department of Psychology, University College Dublin, in 1967. A small number of graduates from this course commenced work as full-time guidance counsellors the following September. In July 1968 the Department of Education ran a summer course in guidance for selected teachers as the first step in a programme of training in pupil guidance. In 1971 the Advisory Committee on Pupil Guidance issued its report which recommended counselling as an integral part of the guidance service and proposed adequate training for those engaged in providing this service for young people. Subsequently a second course in guidance and counselling commenced at the Mater Dei Institute, Dublin, which was open to graduates, qualified teachers and others with equivalent qualifications.

Today a number of one-year, full-time programmes and two-year, part-time programmes for guidance counsellors exist at various universities throughout the country. In addition, postgraduate programmes in guidance counselling are also available. Teaching qualifications plus a postgraduate qualification in guidance have been mandatory standards since 1971 for appointment of guidance counsellors in second-level schools. The initial training of guidance counsellors is at present being reviewed between meetings of the NCGE and Course Directors in line with changes in the provision of guidance and counselling services.

Professional associations

The Institute of Guidance Counsellors (IGC) is the professional body representing guidance practitioners in both second-level schools and the adult education sector. The Institute has a liaison and advocacy role with government departments, management and trade union organisations, national parent bodies, higher and technical institutions, employment and training agencies, representatives of industry and a wide range of non-government organisations.

The Institute has a Constitution and a Code of Ethics. It promotes standards for entry into the profession and for the practice of guidance and counselling. For professional membership of the IGC it is a requirement by the organisation that a person is qualified in guidance. The IGC does not act as a licensing body but does give formal recognition to initial training programmes and qualifications based on its criteria. The professional development of members is supported through in-career development and training.

The Institute is a member of the European Association for Counselling (EAC), and the International Association for Education and Vocational Guidance (IAEVG).

The Institute is represented on a number of advisory committees including: Review of Initial Training Courses in Guidance, Working on the establishment of course accreditation standards. It lobbies government on professional issues.

The Institute publishes a Journal for members annually and a Newsletter five times within the academic year. Management of the Institute is undertaken by an elected President and a National Executive whose membership is drawn from 13 branches throughout the Republic.

In 1968 the first bodies representing guidance counsellors were established namely: the Association of Guidance Teachers and the Institute of Guidance and Counselling. These bodies were disbanded in the early 1970s and one body, the Institute of Guidance Counsellors was formed. The Institute wishes to promote the highest standards of professional practice among its members. It now has a membership in excess of 1,000, with members providing a service in second-level schools and colleges, third-level colleges, and the adult sector. The membership also includes private practitioners.

The Institute has an office in Dublin which was established in 1997.

The future

The National Development Plan (NDP) 2000-2006 was published by the Government in agreement with the European Commission in November 1999. A key objective of the plan is to tackle the problem of early school leaving and low educational attainment. Included in the Plan, under 'Social Inclusion Measures', is the School Guidance Service. The service is described as playing a major role in preventing early school leaving and is recognised by the Plan as vital in ensuring each pupil gains the maximum benefit possible from the education system. The Plan views the guidance service as facilitating pupils going onto further education/training/employment and as providing guidance regarding options available to pupils.

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Career Education in Schools in Scotland

A paper for the NICEC comparative study of careers education in schools in the UK and the Republic of Ireland

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Terminology

This paper uses the term 'career education' in preference to the more usual 'careers education'. The most recent guidelines for career education in Scotland – A National Framework for Career Education in Scotland: Learning and Teaching Scotland (LTS) November 2001 – use this term after considerable consultation in preparation for their publication. LTS describes its reasoning for this change as follows:

'The term 'career education' is used in preference to the more traditional 'careers education' normally used in secondary schools. This signals a move from a narrower definition of 'career' to a broader one more appropriate for a wider age range that includes younger children.

Careers education has often been seen as primarily concerned with helping young school leavers make a decision on an occupational route. The broader view of career education includes the development of knowledge, understanding, skills and dispositions for future career development over an extended period. Such a view is appropriate in a changing world of work in which individuals are likely to experience several changes in their career during their working lives.'

(LTS 2001, page 1)

It remains to be seen to what extent this changed terminology will become used in practice, but this paper will use the term 'career education' throughout.

Brief historical overview

The early history of career education in Scotland shows it being present in two main areas. The first is under the broad heading of 'social education', for example, the Advisory Council on Education in 1947 included awareness of work issues under the general statement:

'...the community life of the school as a workshop within which the pupil would gain social and moral experience.'

The Memorandum on Junior Secondary Education in 1955, in using the term 'social education' for the first time in a policy document, began to speak about 'education for citizenship', an early use of the current phrase. Within this heading lay the preparation for a role as a worker. This focused primarily on the skills required for seeking and acquiring an opportunity (i.e. application and interview skills).

The second aspect is that, in a similar way to the English experience, the Youth Employment Service was involved in some limited group work in schools in preparation for a career interview.

An important development was the publication of 'Guidance in Secondary Schools' in 1968, which led to the setting up of the distinctive Scottish system of guidance (which was to include personal, social, curricular and vocational support delivered on a one-to-one basis and, increasingly, within a programme of personal and social education).

Reforms of the curriculum and of assessment in Scotland stimulated change also. For example, the Munn Report (SED/CCC 1977) – 'The structure of the curriculum in the third and fourth years of Scottish secondary schools' – noted in the clearest way to date, the demands of society:

'The fourth set of aims is concerned with the demands of society....schools have an inescapable duty to ensure that young people are equipped to perform the various roles which life in their society entails. They must acquire knowledge and skills which relate to the world of work, to leisure, to personal relationships and family life, and to effective membership of the community. In helping pupils to acquire such skills and knowledge, and in preparing them for these adult roles, the schools are fostering what we may call their social competence.'

This was to a large extent used as the basis of personal and social education programmes in schools following the implementation of the Munn recommendations.

A number of other initiatives, not least of which was Education for the Industrial Society, showed developments in linkages between the curriculum and the working world.

1986 saw the publication of 'More Than Feelings of Concern' (SCCC), a seminal document which in many ways is still held in the hearts and minds of the school guidance community in Scotland. Until very recently, this was the main central curricular guidance on career education in Scotland. It does, however, reflect a time of high unemployment for young people, suggesting that many young people might need to be helped, by a career education programme, to come to terms with the idea of a life without work (a notion very far indeed from the current political thinking).

Similarly to England, the Technical and Vocational Education Initiative (TVEI) in the 1980s helped to develop understanding and practice in career education, including work experience. TVEI materials and local guidelines appeared and the funding carrot encouraged actual changes in delivery in schools. Indeed, some of these TVEI products can still be seen actively in use (under a different title) in many parts of Scotland.

Scottish secondary schools have undergone a period of highly unsettling change in the curriculum over the 1990s and into the new century, and career education has rarely been drawn out as a theme on its own or had much priority in policy statements in comparison with curriculum developments. However, an HMI review of guidance in 1996 confirmed the importance of career education, and located it firmly within the guidance provision of the school:

'All pupils need to prepare for their future after they leave school. This preparation involves them in clarifying their ideas about the range of opportunities open to them in further and higher education, training and employment. They need assistance to make well-informed and realistic decisions based on their knowledge of themselves and of the opportunities available. Careers education is therefore an essential part of guidance provision.'

Effective Learning and Teaching in Scottish Secondary Schools: Guidance.

A report by HM Inspectors of Schools, SOEID, 1996 (p.61).

Schools have been challenged by the introduction, as part of the reform of the upper school curriculum known as Higher Still, of a guidance entitlement which focuses to a large extent on the vocational implications of curricular choice (Higher Still Development Unit, 1995). It is indicative, however, of the marginalised situation of career education in Scotland that the initial document on guidance within secondary schools contains recommendations on career education and guidance only within the appendix, an addition only made to the last draft.

Separate developments in the 1990s saw the production from the SCCC of 'Education Industry Links in Scotland 5-18: A Framework for Action'. This was followed by the launch of the Education for Work initiative and framework and support documents for Education for Work such as 'Education for Work: Education Industry links in Scotland – a National Framework' (Scottish CCC) and 'Education for Work: Guidance and Support for Schools' (Learning and Teaching Scotland 2000). These documents increasingly referred to career education as being part of the overall Education for Work initiative, and subsequent ministerial statements have suggested that career education and guidance comes under this banner too.

November 2001 saw the long-awaited publication of the first guidance to schools from the curriculum body, Learning and Teaching Scotland. Signed by both the Education minister and the Enterprise and Lifelong Learning minister, the new framework is the first to focus directly on career education. It has been published under the Education for Work banner, and has described learning outcomes from age 3-18, the first time that primary and pre-school children have been included in career education curricular guidance in Scotland.

It can be seen that career education has historically rested in secondary schools in Scotland within the personal and social education programme, managed and delivered as part of the guidance support of the school and timetabled alongside health and personal education. The 2001 framework on career education has been produced as part of the Education for Work provision, provision that has commonly been delivered and managed separately from the guidance provision in schools and education authorities.

2001 has also seen reviews and documents on Personal and Social Education and of PSE and guidance in primary schools. Due to report in June 2002 is a review of Education for Work by a committee of the Scottish Parliament. It remains to be seen whether the contradictions in the positioning of career education in policy and practice can be resolved.

Curriculum practice

A review of career education policy at local authority level (completed in preparation for the design of the new national framework) showed that all but one Scottish authority used the traditional DOTS framework in giving local guidance, therefore this model was used as the basis for the document. Career Education in Scotland (2001) defines the learning outcomes from each heading as:

- **Awareness of self**
- Identify and review personal strengths, interests, values and preferred lifestyles within the context of school, family and community

- Link personal review to the development of employability
- Review their process of career development and anticipate and plan for future career development needs
- Demonstrate an awareness of equal opportunities in their career decisions
- **Awareness of opportunity:**
 - Illustrate an understanding of work, training and education issues in career decisions with particular reference to current and future, local, national and international opportunities, self-employment and equal opportunities
 - Analyse job satisfaction, working conditions, roles and responsibilities in the workplace and place of learning
 - Describe the skills and attitudes required for employability
 - Gather, categorise and assess information and sources of information on career through ICT, paper and people sources
- **Understanding career decision making**
 - Express and justify personal preferences in education, work and training
 - Identify influences on career decision making (including stereotypical views)
 - Describe possible approaches to decision making in the context of career development and anticipate consequences of different career decisions
 - Describe the contribution of guidance services to career decision making and anticipate future decision points
- **Understanding transitions**
 - Describe and review the skills needed to make successful transitions into and within education, training and work
 - Describe and demonstrate application and interview skills needed for recruitment and selection into post-school education, training and work
 - Describe and review the support available from formal and informal sources at times of transition
 - Anticipate and plan for the demands of a new situation as a worker, student, trainee or job seeker, including equal opportunities issues

There are a number of emphases that make these outcomes different from any earlier approach in Scotland: linkages to employability skills; positive use of informal guidance sources; emphasis on understanding rather than knowledge of the opportunity structure; and increased perceptions of lifelong learning and career development.

In practice, only a small minority of schools will have developed a consistent programme covering traditional descriptions of the DOTS framework with clear progression in content and approach. There is, therefore, some way to go in implementing the framework. However, virtually all schools will have some form of career education input and will address the DOTS framework to a certain extent. Most schools organise career education as part of a rolling programme of Personal and Social Education, with a number of weeks devoted to career education, followed by some weeks covering health, records of achievement, etc; some have a discrete career education programme; and a very small number plan career education through the curriculum. Overall the extent to which careers education articulates with other parts of PSE is often limited.

In Scotland, the main focus of career education in practice is S2 (when Standard grade or National Qualification courses are being chosen) and S4 (when post-16 choices are being considered). A clear difficulty for schools is the design and delivery of career education in S5 and S6: the variation in student academic attainment, career intention, choice of post-school route and vocational maturity is very noticeable. This makes planning and delivery very difficult. Some have suggested that a short compulsory programme, combined with a choice of subsequent inputs based on the individual's needs, would be the most effective. This requires a clear identification of needs which is likely to be a complicated and time-consuming task; and a more individualised programme is difficult for schools to deliver within the twin constraints of resources and the timetable.

In most schools, career education is delivered in a variety of ways. A great deal is presented through classroom work, with discussions, worksheets and in some cases video material used. A key part of the programme is often the preparation, and debriefing, of one-week's work experience with a local company, and this is most commonly done in S3 or S4.

While many Scottish schools may have a post called 'careers co-ordinator', this is a role that involves links to the careers service and possibly an overview of the career education programme. It rarely involves the giving of careers advice, and is usually held by a member of the guidance team as a specialist remit (similar to having health education as a responsibility).

Although a member of the school's senior management team will have overall responsibility for the career education programme, normally within the context of the whole PSE programme, individual guidance teachers are likely to have responsibility for different aspects, eg the S2 PSE programme, work experience, the S5/S6 career input. The extent to which guidance teachers deliver career education to their own guidance caseload is variable, and it is often the case that non-specialists, (volunteer or non-volunteer) are timetabled to teach parts of the career programme.

careers service companies provide a professional career guidance service to schools, focusing mainly on individual specialist interviewing of pupils at key transition points in S4, S5 and S6. But pupils' readiness for, and their ability to make the most progress in, their career interview is dependent on the quality of the career education in the school. Careers advisers may well have a focused and limited input to career education delivery, perhaps when an understanding of the labour market is required.

Inspection and quality assurance

The common model for quality assurance in the curriculum in Scotland is 'How Good Is Our School.....?', indicators for self-evaluation of a number of aspects of the curriculum and school provision. 'How Good Is Our School at Education Industry Links?' is the most recent publication that might refer to career education, but a similar document designed to help schools measure themselves against the new framework is needed. HMI were consulted on early drafts of the framework, and now that it is published, will begin to seek evidence from schools during inspections on how the framework is being implemented. They, too, are likely to require some guidance on this, but there is little history in Scotland of HMI themselves being given specific training on quality assurance in specialist areas such as career education.

Training of school staff in career education

The responsibility for career education in secondary schools in Scotland has normally lain with the guidance team. A guidance teacher in Scotland is likely to hold a Post-graduate Certificate in Guidance, a recommended qualification which is compulsory in some local authorities but not all. This commonly has an element that looks at the PSE support programme, but not in any detail at the career education component of it. There is one specialist course at a similar level in Scotland that focuses on career education – The Post-graduate Certificate in Careers Education – and a small number of teachers, librarians and careers advisers have been trained on this. Numbers have remained small, as this course has not had a clear route to promotion compared to the Certificate in Guidance. A certificate course on Education for Work also exists, but focuses primarily on enterprise education and education industry links.

Over the three-year period from 1995 to 1998, the Scottish Office allocated around £600,000 to the training of teachers in career education. This was evidence of the importance of career work to government, and resulted in greatly increased in-service training, primarily to promote guidance teachers. While this was of great benefit, a key issue remaining is to support and inform those teachers without a guidance background who are delivering career education: such teachers typically lack confidence and will tend to fall back on safer methodologies of delivery such as worksheets and videos (less popular with pupils, and less effective).

In Scotland the McCrone report has recommended that Continuous Professional Development be required for the new Chartered Teacher Status. This will have implications for existing courses, but until the new CPD framework is fully agreed, these implications are not clear.

Professional organisations

The Scottish Guidance Association (SGA) provides a forum for debate, discussion and sharing of good practice for guidance teachers, teachers of PSE and those with an interest in the guidance/counselling of young people in Scotland. The SGA membership consists of over 100 schools/institutions and approximately 60 individual members, and has been in existence in its present form for over 10 years.

The SGA publishes a minimum of 5 Newsletters each year and organises two major annual events.

The Workshop Day in February each year attracts 150 delegates. It offers a choice of three training/learning opportunities from a typical menu of eight that would normally include at least one or two opportunities to learn or share good practice in the area of career education. The Annual Conference in June tends to focus on a single issue/presentation and again attracts towards 150 delegates. In recent years topics of *Education for Work* and *Progress File* have been presented and discussed.

The SGA committee consists of 12 volunteer members who meet on six Saturday mornings, at a central venue, during the session to discuss local and national issues and to plan and organise annual events and newsletter publications. There are no payments made to members of the committee except for travel or other expenses incurred on behalf of SGA. The current subscription for institution membership is £25 and for an individual member is £8.

The SGA also has representation on a number of guidance-related groups: the Guidance Network co-ordinated by Learning and Teaching Scotland; the SQA Advisory Group on Core Skills and Progression; and the Higher Still Development Unit. In recent years the SGA has begun to send delegates to other guidance-related conferences in the UK.

The Institute of Career Guidance in Scotland also has an interest in the development of career education in Scotland.

The future

The new framework for career education (and any support materials produced for it) will obviously have some impact. A clear challenge will be to persuade primary schools of their role in career education and to provide support materials that will pull out career-related learning in the 5-14 curriculum.

The Scottish Parliament, through its committee system, has shown considerable interest in career education and guidance and in Education for Work, and the results of the review of Education for Work are likely to have an impact, hopefully in resolving some of the difficulties concerning where career education is placed in the secondary school.

It is unfortunate that at this time, following the publication of the McCrone Report, where guidance in Scottish schools received little mention, that there is no national focus group in place which can influence the future direction of guidance in Scotland. Individual local authorities are undoubtedly discussing a variety of approaches, and the distinct possibility of fragmentation and inconsistency of guidance provision across Scotland is of considerable concern. Such fragmentation and inconsistency would inevitably impact on career education provision.

Lastly, a major change in Scotland will be the introduction of Careers Scotland in April 2002. This will bring together Careers Service Companies, Education Business Partnerships, Adult Guidance Networks and Local Learning Partnerships into one national organisation with two delivery arms, one covering the Highlands and Islands area and the other the rest of Scotland. A Development Manager has been appointed to Careers Scotland with responsibility for curriculum (under which comes career education and Education for Work). Careers Scotland may develop a quality assurance role: it will certainly have a role in the production of support materials for career education and in the encouragement of training. Careers Scotland has a considerable interest in ensuring that young people come well prepared by their school's career education programme for individual career guidance. Their interest and commitment is shown by their financial support for this consultation event.

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Careers Education in Schools in Wales

A paper for the NICEC comparative study of careers education in schools in the UK and the Republic of Ireland

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Definition

"Careers education and guidance helps young people develop the knowledge and skills that will help them make best use of their capabilities in learning and work throughout life"

A Framework for Careers Education and Guidance for 11 to 19 year olds in Wales (ACCAC 2002)

Brief historical overview

Careers education and guidance in England and Wales followed very similar developments, as a consequence of centralised government policy until Wales started to prepare for a Welsh Assembly.

At the beginning of the 1970s education started to change in secondary schools from the two-tier system, where the destination of pupils depended on whether they passed or failed the 11+ exam, to the introduction of comprehensive education where pupils of all academic levels were educated at the same school. With the schools having to cater for pupils with a much wider range of academic ability, and the increased range of subjects available on the curriculum, there was a recognition that pupils would need some sort of advice or guidance. In some schools teachers were given the responsibility of this under the name of careers education, in others teachers were asked to teach careers lessons if they were a few lessons short on their timetable.

Individual local education authorities (LEAs) were responsible for the training of the teachers and curriculum development, and they appointed advisers to lead this work. Teachers were sent on courses to update their knowledge and skills, where they were introduced to works by Bill Law, Tony Watts and others and many careers programmes developed based on the 'DOTS' analysis. However, teachers still had to devise a careers programme suitable for their own school, and this would depend on the time allowed on the timetable and whether the headteacher gave careers education any status as a subject.

The Youth Employment Service was replaced by the Careers Service, established within each LEA, and partnerships started to develop between the careers companies and the schools. Pupils were now able to have a guidance interview with a careers officer in school and in school time.

In 1972, the raising of the school leaving age (RoSLA) led to an increase in vocational based lessons and activities as a

way of occupying pupils in their last year of compulsory schooling and this was how many careers teachers became involved in delivering careers work.

The Technical and Vocational Education Initiative (TVEI) was introduced in the early 1980s and this provided the policy and funding necessary to develop and enhance careers education and guidance in schools. It also led to the introduction of work experience and recording achievement.

In the early 1990s, when the National Curriculum was adopted, cross-curricular themes were introduced as a vehicle for including a variety of further topics in the already crowded curriculum. Personal and Social Education was also becoming more prominent and careers education was often delivered as a component of the PSE programme as well as a cross-curricular activity.

Preparation for devolution

As Wales prepared for devolution the Welsh Office started to set a Welsh agenda for the future. In 1995 it produced several publications:

- *People and Prosperity: An Agenda for Action In Wales.*

This set out an action plan for schools and others involved with learning and enterprise, established specific requirements for work experience for 14-16 and 16-19 year olds and described a framework of national targets for education and training.

- *A Bright Future: Getting the best for every pupil at school in Wales.*

This set out priorities for secondary schools across the whole curriculum. It set targets for several areas of the curriculum, including careers education and guidance.

- *A Bright Future: The Way Forward.*

The Secretary of State for Wales set out a comprehensive programme of action to raise standards in schools, including specific requirements for careers provision.

In 1996 the Curriculum and Assessment Authority for Wales (ACCAC) produced: *Providing for Choice: Careers Education and Guidance in Schools*.

This booklet was produced as guidance for all those involved in developing, delivering and evaluating CEG programmes within the curriculum for 11 to 19 year olds. It outlined the aims and outcomes of CEG, and provided guidance on planning programmes, with some examples of effective CEG.

In 1997 the Education and Training Action Group was created to examine education and training, and to prepare advice and recommendations for the National Assembly of Wales at its inception in May 1998.

Part of its remit was to:

- focus education and training more purposefully and effectively to deliver the skills needed for the Welsh economy;
- help demotivated young people;
- strengthen careers education and careers information and guidance so that young people and adults are able to make informed decisions about careers, courses and qualifications.

Wales under the Welsh Assembly

In 1999 an Education and Training Plan for Wales (ETAP) was published with the following recommendations affecting CEG:

- a national all-age information, advice and guidance service, to be called Careers Wales, should be set up by April 2001, based initially on the role of the existing eight Careers Service companies, drawing together provision for the Careers Service, the Adult Guidance Initiative and Learning Direct;
- ACCAC should be commissioned to produce appropriate learning outcomes for careers education in secondary schools;
- regulations should be made, under the Education Act 1997, to ensure provision of careers education for all 16-19 year olds in schools or colleges of further education is mandatory in Wales;
- Careers Wales should be commissioned to develop an all-Wales award for schools and FE colleges for attaining a good quality provision of CEG;
- Careers Wales should be required to work with local Education Business Partnerships to establish a seamless approach to helping young people prepare for the world of work.

The school curriculum in Wales

	Key Stage 3	Key Stage 4
Statutory National Curriculum Subjects	Maths English Science Welsh Design and Technology Information Technology History Geography Modern Foreign Languages Art Music Physical Education	Maths English Science (double) or Science (single) Physical Education
Other statutory requirements	Religious Education Sex Education Careers Education and Guidance (Yr 9)	Religious Education Sex Education Careers Education and Guidance (and post 16)
Non-statutory elements	Personal and Social Education	Personal and Social Education Work Related Education

In 2000, ACCAC produced two learning frameworks which both had relevance to CEG:

The Personal and Social Education Framework for Key Stages 1 – 4 in Wales is a non-statutory element of the curriculum. The Vocational aspect, which appears in all four key stages, can be summarised as

- pupils can be encouraged to develop an insight into their potential and capabilities and into the changing demands of the world of work
- equipping pupils for educational and occupational choices and for decisions in the industrial and economic world

The Community aspect (Citizenship) is not statutory but is one of the ten aspects included in the PSE Framework.

The Work Related Education (WRE) Framework is a non-statutory element of the curriculum for pupils aged 14-19. This outlines areas in which work-related activities can be included within a school curriculum.

The two frameworks are currently under review and in *The Learning Country, A Paving Document* (2001), the National Assembly for Wales proposes to 'establish a clearer statutory framework for PSE and work related learning'.

The Progress File has been piloted in many schools across Wales for the last three years. A decision on the future of Progress File and whether it will be introduced universally in Wales is awaited imminently. This will be heavily dependent upon a parallel decision in England.

Statutory requirements

- Under Section 43 of the Education Act 1997, CEG is a statutory requirement in the school curriculum in Wales for Years 9-11.
- Under National Assembly of Wales regulations 2002, the 'Section 43' requirement has now been extended for all 16-19 year olds in schools and colleges in Wales, from 1st August 2001.

The Framework for Careers Education and Guidance for 11-19 year olds in Wales (ACCAC) is to be implemented from September 2002. Like the other two frameworks it is currently non-statutory and supplementary guidance is being produced.

Pupils and students in Wales will have careers education or vocational awareness in their curriculum from the age of 4 to the age of 19.

Organisation of careers education in schools

There is still a wide range of practice, depending on the organisation of particular schools. However most schools

organise the teaching of careers education through a combination of:

- a discrete careers lesson, regularly timetabled or on a carousel of modules, within the wider PSE programme
- an extension of a pastoral or tutorial programme
- extended provision, e.g. work experience, collapsing the timetable for a day, etc.

There is usually a senior manager with overall responsibility for PSE / CEG / pastoral work, who is the line manager for the careers co-ordinator. The careers co-ordinator is responsible for the management and delivery of CEG in school. In many schools the careers co-ordinator is also the work experience co-ordinator, the education/business links co-ordinator and/or the RoA/Progress File co-ordinator. In a number of schools there is a link governor for CEG.

Teachers involved in teaching careers education can range from:

- specialist careers teachers
- members of teams of PSE teachers
- form tutors.

Careers and work related education resources

There is a range of careers products produced in Wales with a number of them now available in English and Welsh. The recent production of a Welsh language version of the Real Game has been well received. Some of the resources offer the opportunity to accredit the career learning of students.

The Careers Library Initiative has been operated by careers service companies for some years and has helped to raise the standards of careers libraries in schools and colleges and to enhance the provision of careers information for pupils and students.

Inspection and quality assurance

The Welsh Inspectorate was the OHMCI, and is now Estyn. In 1998 Estyn published a *Framework for the Inspection of Schools*, which stated that:

"Estyn is required to evaluate the effectiveness of CEG as part of an overall school inspection and to report standards under the following two categories:

- Curriculum
- Support, guidance and pupils' welfare."

Inspectors must evaluate and report on the effectiveness of the school's personal and educational guidance, and careers education and guidance. Evidence should include the school's policy and provision made for CEG, including partnership agreements, observation of lessons, including tutor periods and PSE and careers lessons. In the final report, however, it is unlikely that there will be more than a

few sentences on CEG. Since 1999 Estyn has also been required to inspect the Careers Wales companies, the providers of further education and training and the Youth Service.

The Careers Wales CEG Quality Award was launched in February 2002, following consultation and pilot work. Prior to this there had been four local quality awards operating in Wales. The all-Wales award is a high profile national development, which is exciting and innovative, and will reflect the importance of careers education and guidance for young people in Wales. It has been developed by Careers Wales, in collaboration with teachers and personnel involved in developing the ACCAC Frameworks for CEG, PSE and WRE. Good practice materials and resources are being developed to support the CEG Framework and the quality award.

The award will be available to any secondary schools, further education colleges, special schools and off-site units, who apply for and meet the high quality and effective careers education and guidance criteria required.

Careers teachers and their professional development

In Wales careers co-ordinators are almost always teachers of other subjects who have been appointed latterly as careers co-ordinators. It is a minority that have gained a qualification in careers work. However, a high percentage will attend locally arranged INSET.

In 1995 the careers companies in Wales were given funding under the Teachers & Lecturers Training Initiative (TTI) to provide training and support to teachers and lecturers involved in careers work. GEST funding for careers work was available through LEAs but only available to teachers in LEA schools.

Teachers seeking accreditation in careers work follow either the:

- Post-graduate Certificate / Diploma / MA in Professional Studies, via the University of Glamorgan or the
- Certificate / Diploma of Professional Studies (CEG), via Manchester Metropolitan University.

Developments are underway to ensure coherence between the content of the postgraduate qualification in Professional Development (Careers Education) at the University of Glamorgan with the Careers Wales Quality Award. This should facilitate teachers wishing to gain accreditation in careers work at the same time as working towards the quality award.

The Careers Service

Careers Wales was launched in April 2001. It provides a structure for central co-ordination of the developments in Wales, including careers education. It is a national all age information, advice and guidance service. The National Assembly programmes to be managed by Careers Wales are as follows:

- The Careers Service working in schools and colleges;
- Education Business Links - responsible for work experience, mentoring and enterprise;
- Information and advice for adults;
- Youth Gateway.

Key development areas

- Helping young people manage the transition from education to employment;
- Tackling disaffection;
- Active support for learning throughout life;
- The agenda set out in *The Learning Country*, including:
 - transforming the provision for 14-19 year olds;
 - ensuring that better services are developed for young people under the Extending Entitlement banner;
 - ensuring that high quality careers information, advice and guidance is accessible to all through the use of innovative and modern technologies.

Careers Wales continues to work with all young people in the 11 - 19 age range in schools and colleges. As part of its responsibilities it is expected to ensure the successful integration of its education-business link activities into careers and work-related education to provide a coherent and integrated programme.

Professional organisation

The National Association of Careers and Guidance Teachers (NACGT) aims to meet the needs of its members in England and Wales through four main activities:

- Support for professional development
- Lobbying at a national level to raise standards in CEG
- Providing information and disseminating relevant initiatives
- Supporting members

There are regional representatives linked to Government Office areas, including one for Wales. The association is constantly trying to promote membership with the aim that there will be a member in every school.

The future

- Careers Wales On-Line is currently being developed. It will be an innovative interactive bilingual web portal site providing a lifelong learning passport for individuals. Pupils in school will open their own individual accounts to which they will have access throughout life to update continually, for example, their qualifications, key skills, personal careers action plans, CVs, etc.
- ELWa (Education and Learning in Wales) supports all post-16 education and training and its recent reforms aim to provide a coherent structure without unnecessary institutional barriers.
- Future Skills Wales. It is proposed to carry out a further Future Skills Wales survey in 2003 and the outcomes are likely to influence the labour market information used in careers education and guidance. The first Future Skills Wales survey was published in 1998.
- The development of the Welsh Baccalaureate will have implications for careers education and guidance.
- *The Implementation Plan for Entrepreneurship: Making it Happen* (2001) states that entrepreneurship should be embedded in the National Curriculum. The aim is to provide a range of opportunities across the key stages to help create an entrepreneurial culture amongst children and young people. Teachers, lecturers and careers advisers will receive training on the use of commissioned resource packs.
- *Extending Entitlement - supporting young people in Wales* was published by the National Assembly in 2000 with a view of making recommendations on how a comprehensive system of advice and support available to all young people in Wales, could be developed. One of the twelve key recommendations was that support for all young people in Wales should be structured around an entitlement for all young people to a range of services in the language of their choice, designed to promote their attainment and development as individuals. In every LEA there should be a young people's strategy, a comprehensive support network and clarity about the specialist contribution of each agency.

It is an exciting time to be involved in careers education and guidance in Wales. Its profile has never been higher and it is hoped that this paper has provided an overview and taste of the current situation and of the new and innovative developments in the field in Wales. The National Assembly for Wales has provided funding to support the NICEC conference for which this paper has been written, and hopefully any recommendations that emerge will help to further develop careers education best practice in schools and with other partners in Wales.

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Careers Education in Schools in the United Kingdom and the Republic of Ireland - a briefing

Anthony Barnes

- This briefing:
- provides an overview of the current position in each country
 - makes a comparative analysis of the five approaches
 - reports the recommendations of the national working groups about further action and the shared recommendations of all five countries.

This chart presents a generalised picture: behind each statement is a range of practice.

	England	Northern Ireland	Republic of Ireland	Scotland	Wales
Statutory position	A programme of careers education compulsory in maintained schools for 13-16 year olds (Education Act, 1997).	One of six compulsory cross-curricular themes for 11-16 year olds (Educational Reform [NI] Order, 1989).	Guidance must be provided in second-level schools (Education Act, 1998). Expectation that this may include classroom guidance activities.	National Curriculum and PSE (including career education) recommended but not compulsory.	A programme of careers education compulsory in maintained schools for 13-16 year olds (Education Act 1997) and extended to 16-19 year olds in September 2001.
Curriculum guidance (non-statutory) learning outcomes based	National specification (framework) document due in 2002.	No national framework but guidance available in various national and local documents, e.g. on personal career planning (NICCEA, 1996).	Support materials published by the National Centre for Guidance in Education (NCGE). Software funded by DES (Qualifax), Career Directions (Gairm) and Careers World.	National framework for career education 3-18 (2001). Career education and guidance made an entitlement as part of Higher Still (1995).	National framework for CEG (ACCAC, 2001) to be implemented from September 2002. Also included in PSE KS1-4 and WRE 14-19 Frameworks (ACCAC, 2000).
Curriculum organisation	Mainly within PSHE, tutorial work and pastoral care. Some work-related aspects through timetable suspension, e.g. work experience. Limited provision through other subjects.	Mainly within subject schemes of work, at least on paper.	Guidance modules are included on the Leaving Certificate Applied (LCA), Leaving Certificate Vocational Programme (LCVP) and Transition Year Programme (TYP).	Mainly within PSE. Very few schools offer cross-curricular careers work.	Mainly within PSE and as part of pastoral/tutorial programme. Timetable suspended for activities such as work experience.
Resources, including ICT	Schools required to provide careers information (Education Act 1997). Connexions encourages the development and maintenance of careers/Connexions libraries in schools. National support programme for careers education being implemented – includes a website for careers teachers.	Northern Ireland Business Education Partnership co-ordinates links with business.	Every guidance counsellor in non-fee-paying schools has been given a computer with internet access to promote the use of ICT in careers information, guidance and counselling, including programs such as Qualifax and Careers Directions. More resources in Irish language needed.	Learning and Teaching Scotland and Careers Scotland will have joint role in the production of support materials for career education.	Careers library initiative funding. Careers Wales On Line under development – a bilingual interactive information, advice & guidance service. Provision of bilingual materials, although more resources in Welsh language needed.
Main specialist	Careers Co-ordinator (not compulsory to have such a post). Usually have little time out of the classroom to develop the role or the programme.	Most schools have a Careers Co-ordinator with a reduced teaching timetable.	Guidance Counsellor (qualified teacher). Government applies a formula, one guidance counsellor for every 500 students, approximately. (Evidence of under-utilisation of the guidance allocation). Recently additional posts have been allocated to 103 schools under the Guidance Enhancement Initiative.	Normally a Principal Teacher of Guidance with responsibility for co-ordinating career education (involves links with the careers service).	Careers Co-ordinator who is responsible for the management and delivery of careers education and guidance in the school.

ARTICLES

	England	Northern Ireland	Republic of Ireland	Scotland	Wales
Staffing organisation	Senior manager with overall responsibility. Delivery often by non-specialists (e.g. tutors). Some schools create a specialist team to teach PSHE and careers education.	Subject teachers have a role in the delivery of cross-curricular careers education.	Guidance Counsellors provide classroom guidance activities and group and one-to-one guidance and counselling dealing with personal, social, educational and career issues.	Senior manager with overall responsibility. Career education elements of PSE commonly delivered and managed as part of the guidance provision by guidance teachers and non-specialists (volunteer and non-volunteer).	Usually a senior manager with overall responsibility for PSE/ careers education and guidance/ pastoral work. Teachers involved can include specialist careers teachers, members of PSE team and form tutors.
Professional development	Funding for INSET channelled through Connexions/Careers Services. Range of certificates and diplomas in careers education and guidance available at post-experience and post-graduate level. Over a third of careers teachers have a qualification.	Short courses provided by Education and Library Board (ELB) careers education and guidance advisers. Both universities offer qualifications for careers teachers. About one-third of careers teachers do not have a qualification.	A teaching qualification and a post-graduate qualification in guidance mandatory for Guidance Counsellors. DES funds INSET for IGC members. Education centres also provide INSET. NCGE also supports the in-career development of guidance counsellors.	Small numbers hold the post-graduate qualification in careers education from the University of Strathclyde. Not all Post-graduate Certificate in Guidance courses have a module on career education.	Training for teachers provided by Careers Wales companies. GEST funding from LEAs. Accreditation – post-graduate certificates/diplomas/MA available. Current development establishing closer links between CWQA and Cert./Dip./MA course at the University of Glamorgan.
Professional associations	National Association of Careers and Guidance Teachers (www.nacgt.org.uk)	Northern Ireland Schools' Careers Association	Institute of Guidance Counsellors (www.igc-edu.ie)	Scottish Guidance Association	National Association of Careers and Guidance Teachers (www.nacgt.org.uk)
Guidance services	47 Connexions partnerships by 2003 providing guidance for 13-19 year olds (approximately 70% of existing careers companies will work for Connexions under contract; the rest will be subsumed). Careers guidance, support for careers education and other support negotiated through a Partnership Agreement.	Training and Employment Agency. Some staff shortages and high turnover. Service level agreement with each school.	None external to school.	Careers Scotland has been formed as a single organisation from the careers service companies, EBPs, adult guidance networks and lifelong learning partnerships (April 2002). Will offer all-age career guidance.	Careers Wales set up in April 2001 (seven companies – single branding). Offers all-age guidance. Responsible for careers services to schools and colleges, education-business links, Youth Gateway and information and advice to adults.
Quality assurance	Over 30 local quality standards and awards, e.g. Investor in Careers.	Self-evaluation encouraged through Evaluating a Careers Programme (ETI, 1996).	Through Guidance Inspectorate and revised Guidelines.	'How good is our school...?' is a national model for school self-evaluation. A publication in this series to support the new framework is now needed.	Careers Wales Quality Award: CEG (February 2002).
Inspection	Local education authority inspectors for careers education in some areas. Few HMI and Ofsted inspectors with careers education as a specialism. Patchy treatment of careers education in standard school inspections. Best evidence comes from surveys, e.g. 1998. Guidance for inspectors on how to inspect careers education due in 2002. Area-wide inspections of Post-16 learning report on the quality of CEG for transition into Post-16 provision. Ofsted inspects Connexions partnerships on a four-yearly cycle.	An adviser for careers education in each of the five regional ELBs. Joint DENI/T&EA review of careers guidance (1995). <i>Report of a Survey of Careers Education in Post-Primary Schools (ETI, 2000)</i> .	Two inspectors with practitioner backgrounds recently appointed to the restructured guidance and counselling inspectorate. The allocation of guidance hours will be monitored for compliance.	HMI published a report on guidance in 1996 and on Education for Work in 2000. HMI Care and Welfare inspections include evaluation of quality of learning and teaching in personal and social education.	Estyn reports on the effectiveness of careers education and guidance provided by schools (6-yearly cycle) and careers services (3'-yearly cycle). Estyn also undertakes periodic thematic inspections of CEG and an annual thematic inspection of guidance services.

A comparative analysis of careers education in the five countries

This section of the Briefing highlights areas of common interest and concern among the five countries.

Policy development

The similarities and differences between the career education systems of the five countries are the result of a kaleidoscopic pattern of traditions and influences. All the home countries, for example, have adopted a guidance model common in Europe, but in the Republic of Ireland the American personal counselling model remains a strong influence. Scotland's holistic approach to personal, educational and career development is closest to that of the Republic of Ireland although the latter operates a school-based guidance system whereas Scotland has a separate careers guidance service in addition to school-based guidance staff. The growing demands on school-based guidance staff in the Republic of Ireland and Scotland have opened the debate on whether or not these roles can continue to be combined with other teaching duties. England (now changing), Northern Ireland, Scotland and Wales have external careers guidance services which work closely with schools. The main link in England, Northern Ireland and Wales is through a careers teacher, often with limited time to do the work, who specialises in this aspect of personal development and supports staff in their wider pastoral and subject roles. The replacement of careers services by Connexions services in England is beginning to encourage a more holistic approach to personal development and a re-think of staff roles, relationships and responsibilities.

Devolution is having a considerable impact on policy developments in careers education. Neither Scotland nor Wales has followed England's approach to re-structuring its guidance services for 13-19 year olds, although both countries have adopted a quasi-Connexions social inclusion agenda. Devolution in Wales especially has provided the impetus for an exciting range of initiatives in careers education, helped by the fact that the policy chain is now shorter which makes it easier for those involved in careers work to gain access to decision-makers and gives them a greater sense of ownership of the new policies.

In all five countries the dynamic for change in the careers education system is strong and is accompanied mostly by feelings of optimism and confidence. However, it is often the case that careers education and guidance is initially sidelined or overlooked in policy initiatives which have a careers-related dimension, such as Connexions in England, the 'Education for Work' initiative in Scotland and the 'Employability and Enterprise' initiative in Northern Ireland. This suggests that the potential scope and value of careers education and guidance in schools is still not widely understood and that more needs to be done by careers professionals to promote the benefits of careers education to a wider audience.

Curriculum development

All five countries are at different stages in changing the focus of their careers education provision from an emphasis on punctuated inputs at key decision and transition points to an emphasis on continuous and progressive programmes to equip young people for lifelong learning, employability and career development. Scotland, for example, has symbolised this change by referring to 'career education' rather than 'careers education' and by publishing a framework for 3-18 year olds which acknowledges the need for earlier inputs on key issues such as counter-stereotyping.

Three countries have now identified desirable learning outcomes from careers education based on age-related expectations. Learning outcomes help to clarify the intended benefits of planned careers activities, although it is important that schools do not overlook students' informal and out-of-school learning experiences. All five countries have reservations about extending the assessment and accreditation of students' career learning, although some qualifications exist such as non-GCSE certificates in England, a modular GCSE course in Northern Ireland and SQA modules in Scotland.

Changing views about the role of careers education are reflected in the ambivalence and uncertainty regarding its positioning and location in the curriculum. There are two dimensions to the question of where careers education fits. Firstly, should careers education be designated a separate 'subject', perhaps linked with other aspects of personal development, or should it be an integral part of each subject? The danger with the former view is that opportunities to link learning in subject areas to careers education become limited, while the latter view can result in what in theory should be 'through the curriculum' becomes 'lost in the curriculum'. Secondly, should careers education be part of personal and social education or should it be part of work-related learning? In practice, it needs to be seen as linked to both but not fall between the two.

All countries share a common concern that the range of teaching and learning methods is too narrow and that differentiation strategies are not sufficiently well-developed, especially for gifted and talented students and those on post-16 courses. There are no official recommendations for how much time should be allocated on the timetable for careers education.

All countries recognise a tension between making careers education guidelines prescriptive and giving schools flexibility and autonomy over the design of programmes. Flexible guidelines allow schools to be more responsive to individual and local needs but may result in careers education being squeezed by competing priorities. Prescription of a 'core' can result in the minimum provision becoming the maximum.

Professional development

Awareness-raising and preparation in initial teacher training for staff to undertake specialist as well as non-specialist roles in careers education is less than satisfactory in all five countries. The situation is little better during the induction and early phases of new teachers' careers. Such is the grip of subject-based training that subject specialists are often under-prepared to take on pastoral care and support roles.

The training deficit is particularly acute for those in careers education specialist roles where there is no requirement to hold or work towards a qualification in careers education and guidance. Some of the home countries are keen to pursue the idea of establishing national frameworks for the continuing professional development of teachers involved in careers education. The situation in Scotland is currently unclear, given a lack of direction on the future arrangements for guidance within the re-organisation of school staffing structures proposed in the McCrone report.

As the workload for practitioners continues to grow in careers education and guidance, there are debates, for example in Scotland and the Republic of Ireland, about the pros and cons of having full-time specialists in guidance. In all of the countries, a live issue is how to achieve effective teams in schools that bring together all those with responsibilities for the personal, social and career development of young people.

Development of quality and standards

An effective system for careers education requires a way of measuring the impact of new policies, curriculum developments, INSET activities and the allocation and deployment of resources. The five countries approach this through a mixture of school self-evaluation and external inspection. Inspection survey reports are often used to encourage school self-review - for example, *Evaluating a Careers Programme* (DENI, 1996).

England and Wales have gone furthest in developing quality awards for careers education and guidance, but other home countries are also interested in this approach. An all-Wales quality award was launched in February 2002.

The effectiveness of leadership and support for the development of quality and higher standards in careers education is variable between the five countries. However, channelling support for the development of careers education through the reformed careers services in Scotland and Wales has started to promote consistency and improvement. Careers Scotland, for example, has appointed a development officer for the curriculum, including career education. Considerable support for careers education is provided through the careers services in England and it is expected that this will continue under Connexions. In Northern Ireland support is provided by advisers in the five Education and Library Boards.

The capacity of inspection agencies to evaluate the effectiveness of careers education has recently been strengthened in Northern Ireland and the Republic of Ireland.

Professional associations (see chart) play a valuable part in promoting good practice and often have a productive working relationship with government.

National recommendations for further action to promote careers education

Each national working group recommended a number of actions based on their review of the strengths and limitations of careers education in the five countries. These are listed below in abbreviated form with indications of the organisations to which they are addressed.

The working group for England recommended that:

1. the proposed national specification for careers education and guidance should build on career-related learning in the primary school, support post-16 progression, identify learning outcomes and be relevant to students in all types of education and training (DfES)
2. a more coherent approach should be developed to careers education and guidance and other work-related activities (DfES)
3. national standards for the training of careers practitioners should be developed (DfES)
4. non-specialists involved in careers education and guidance should have opportunities to acquire relevant skills (schools)
5. ICT training related to careers education and guidance should be included in New Opportunities Fund (NOF) training (DfES)
6. modules related to career-related learning (primary education) and careers education and guidance (secondary education) should be included in Initial Teacher Training and Newly-Qualified Teacher Training (TTA)
7. a framework for quality standards should be developed against which areas can test their local awards (DfES)
8. research and training should be adequately resourced (DfES and research bodies).

The working group for Northern Ireland recommended that:

1. a careers education framework for ages 4-19 should be developed which provides the elements of a core programme with sufficient flexibility for schools to meet the needs of their pupils (CCEA, DE)
2. a statement of entitlement should be developed for pupils (DE, Education and Library Boards)
3. careers education should be part of the school development plan (schools)

4. the Training and Employment Agency should give greater support to careers education and guidance in schools (T&EA)
5. specialist advisory staff should be appointed at Board and Inspectorate level (Education and Library Boards, DE)
6. practitioners should be involved in the development of support materials (DE, T&EA)
7. minimum standards relating to careers accommodation and budgets should be developed (schools, DE, Education and Library Boards)
8. a review should be undertaken of service level agreements (DE, T&EA)
9. in-service training opportunities should include the possibility of accredited outcomes through the CAT scheme (Higher Education institutions, Education and Library Boards)
10. careers staff should hold a qualification or be in the process of gaining one (schools, DE, NISCA)
11. ICT training for careers practitioners should be included in New Opportunities Fund (NOF) training (DE)
12. a quality standard should be developed (NISCA, DE).

The working group for the Republic of Ireland recommended that:

1. an audit of guidance counsellors should be carried out to assess recruitment needs (IGC, DES)
2. further interactive ICT packages should be developed (DES, NCTE, FAS, IGC)
3. the balance between guidance in the junior and senior cycles should be changed to strengthen provision in the junior cycle (DES, NCGE, IGC)
4. guidance to support adults and lifelong learning should be developed further (NCGE, DES, IGC)
5. initial and post-graduate training should be continued (DES)
6. a review of in-service provision, including work experience, for guidance counsellors should be undertaken (DES, IGC, NCGE)
7. the skills of teachers and guidance counsellors should be updated (DES)
8. provision should be made in the primary sector which has implications for the training of primary teachers (DES, INTO)
9. learning support teachers should be trained to do the initial assessment of learning difficulties (NEPS, DES, NCGE)
10. schools should develop a team approach involving home school community liaison officers, learning support teachers and guidance counsellors (IGC, schools)
11. a quality award scheme should be developed and piloted (IGC).

The working group for Scotland recommended that:

1. the structure of delivery of guidance, PSE, career education and education for work should be grouped together under a general heading such as 'pupil development and support' (schools, authorities, HMI, Scottish Executive, Education for Work Review, Higher Education institutions providing CPD for career staff and initial teacher training)
2. support materials should be developed by Learning and Teaching Scotland and Careers Scotland with active involvement of practising guidance career(s) specialist teachers from secondary schools and experienced teachers from primary and special schools) to help with auditing, preparing for inspection and delivering the learning outcomes in the national framework (Learning and Teaching Scotland, SGA, Careers Scotland)
3. career education should be part of school development plans, and the skill requirements for delivering career education be considered as part of the staff development and review process (schools)
4. appropriate training should be made available at school level for staff involved in the delivery of career education. This to be made available for all such staff including non-specialists and librarians (schools, local authorities, Scottish Executive, Careers Scotland)
5. school-level training should be made directly available to the staff delivering, not through a cascade model (schools, local authorities, Scottish Executive, Careers Scotland)
6. this training, and certificated training in career education, should be acceptable as part of the CPD framework for the implementation of the McCrone proposals (schools, local authorities, Higher Education institutions providing CPD, Scottish Executive)
7. initial teacher training for both primary and secondary teachers should introduce career education within the context of Guidance, PSD and Education for Work (Higher Education institutions)
8. career education should form part of the school-based learning for teachers during and following their initial probationary period (schools, local authorities, GTC, Scottish Executive).

The working group for Wales recommended that:

1. support and resources should be forthcoming at all levels to promote and sustain current developments including ensuring the coherence of the three ACCAC frameworks (CEG/PSE/WRE), the Careers Wales Quality Award, the 16-19 statutory requirement and Careers Wales On Line (Welsh Assembly Government, ACCAC, Careers Wales, schools)
2. careers companies should second experienced careers teachers from schools into their curriculum support

teams, on a fixed term, full-time or part-time basis, to undertake advisory work with the other schools (Careers Wales).

3. more Welsh medium/bilingual resources are required (ACCAC, Careers Wales, ELWa, Welsh Assembly Government)
4. training opportunities for careers teachers should be improved (e.g. by ring-fencing funding and providing supply cover) and promoted (e.g. by setting national targets for training, linking holding a qualification to the Careers Wales Quality Award) (Welsh Assembly Government, Careers Wales, schools)
5. teachers involved in a guidance capacity should be given the opportunity to participate in appropriate training, e.g. in one-to-one interview skills (LEAs, Careers Wales)
6. NOF training should include ICT training for careers work (Department of Culture, Media and Sport)
7. Initial Teacher Training and Newly Qualified Teacher Training should cover careers education and guidance (TTA)
8. a drive should be mounted to promote the benefits of NACGT and to increase membership (NACGT)
9. guidance should be produced for inspectors and schools on the inspection of careers education and guidance, including advice on self-evaluation (ESTYN).

Wider recommendations

This conference demonstrated the potential of home internationals to inform future policy, research and practice in careers education and guidance. The recommendations that extended beyond those specific to individual countries focused on four main areas:

Raising the profile of career(s) education

Participants recognised the value of raising the profile of careers education at the national level through well-targeted press releases, articles and other promotional activities. Professional associations have a key part to play in this.

Staying in contact

National working groups agreed to update each other on actions taken following the conference. Professional associations were encouraged to find ways of informing each other of new developments and initiatives in careers education - for example, through holding open sessions at each other's annual conferences and posting information on their websites.

Future collaborative activities

The conference supported the idea of an annual home international event facilitated by NICEC, with each country taking it in turn to host an event with a specific policy-related, practitioner or research and development focus around an issue of common interest and concern. Suggested topics included:

- sharing of models of good practice in the professional development and training of careers staff in schools.
- developing good practice in teaching and learning in careers education.

European links

The home countries recognised the value of further developing their European networks to share good practice and explore the possibility of carrying out research and development in careers education through an appropriate European Union programme.