

U.S. Department of Labor/Office of Disability Employment Policy

Comprehensive Career Planning and Its Role in the Competitive Global Economy

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The U.S. Department of Labor, Office of Disability Employment Policy

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Table of Contents

Acknowledgements.....	1
I) Summary of Findings, Conclusions, and Recommendations	1
II) Introduction.....	1
A) Purpose of this Paper and Target Audiences.....	1
B) Methodology of this Paper.....	1
III) Background	1
A) Terms and Definitions	1
B) History and Context.....	1
1) Overview of Career Guidance.....	1
2) Founding Fathers of Career Guidance.....	1
3) Influence of National Security Concerns.....	1
4) Influence of Social Concerns	1
C) Disability Specific Legislation.....	1
1) Vocational Rehabilitation Act.....	1
2) Individuals with Disabilities Education Act	1
IV) Components of a Comprehensive Career Guidance Program	1
A) Benefits of Providing Career Information and Services.....	1
C) Building a Framework for Forward Movement	1
V) An Emerging Foundation Model.....	1
A) Content: The Knowledge and Skills Students Should Acquire.....	1
B) National Model for a School Counseling Program	1
1) Building the Foundations.....	1
2) Delivery System:	1
3) Resources – Human, Financial, and Political.....	1
4) Development, Management and Accountability.....	1
VI) Summary and Recommendations.....	1
VII) References.....	1
VIII) End Notes.....	1
IX) Appendices.....	1
A) Guideposts for Success	1
B) Panel of Experts to Review Career Guidance Issue Paper.....	1
C) Career Guidance: A Handbook for Policy Makers—Excerpts from the OECD Publication	1
D) The Freshman Transition Program: An Intensive Career Guidance Intervention for High School Students.....	1
E) Summary of Key Research.....	1
1) General Education	1
2) Youth with Disabilities	1
3) Full Citations to References in Appendix E.....	1
F) National Guidance Resources	1

Table of Figures

Figure 1: National Career Development Guidelines Framework	2
Figure 2: ASCA Career Development Standards	2
Figure 3: Distribution of Service Efforts According to Grade Level	2
Figure 4: Competencies for Career Guidance Specialists	2
Figure 5: Specific Competencies for Youth with Disabilities	2
Figure 6: The Legislative Framework of the Federal Resources for Career Guidance	2

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I) Summary of Findings, Conclusions, and Recommendations

A solid knowledge base of a broad career guidance system and its key components exists. Similarly a solid foundation has been established for school-based career guidance services although it is not consistently implemented. Both the gaps and challenges, however, appear to be concentrated in the lack of a governmental policy framework that promotes the systematic value of career guidance services as a strategy for meeting the economic and national security needs of the nation. Not only are foundation services in schools lacking, but also more significantly, given the rapidly changing nature of work today is the almost total absence of a system to provide longer-term career support through the broader workforce development system to out-of-school youth and adults. Having these multiple strands of career development and guidance services in place will build upon and enhance the roles of the key institutions charged with meeting the needs of the two key clients of the workforce development system: the potential job seeker and the employer.

And thus a critical deficiency, in the era of accountability, is the lack of ways to measure the value of career development and guidance services. Without developing ways to correct this gap little progress will be made.

Implementing such a strategy will require focusing on six key areas: (1) developing generally acceptable criteria about what metrics are most appropriate to collect and measure the results of career guidance services in schools and in post school programs; (2) building capacity in all delivery systems to support the professional development of personnel in an array of institutions based on a commonly agreed upon set of professional standards regarding career development and guidance services that include universal design for learning-based strategies; (3) creating agreement across the relevant federal agencies to support further research and evaluation centered on the needs of the most vulnerable populations and how to strengthen the capacity of the organizations to collaborate with one another; (4) supporting organizations that assist in one or more of the following: (a) conducting research that covers the full spectrum of career development and guidance programs; (b) developing materials that are universally

Comprehensive Career Planning and its Role in the Competitive Global Economy

accessible to all institutions involved in career development and guidance services; and (c) participating in the dissemination of research and other materials to promote the availability of quality career development and guidance materials that specifically address the contextual realities of the needs of target populations and the institutions that serve them; (5) reinvigorating political fiscal support for career development and guidance services; and 6) developing or enhancing data tracking system(s) to identify the results of career development and guidance services over a significant number of years. This should include conducting a longitudinal survey in order to assess the economic returns of the public investment in career development and guidance programs as well as improving the capacity to share information across several state agencies (often called data warehouses). Consideration should be given to including specific information about persons involved in highly costly public services such as foster care, juvenile justice, and mental health programs for youth and adults.

Promoting needed change in all of these areas will require, in the words of Organization for Economic Cooperation and Development (OECD), “a more active governmental focus and voice in determining the public interest” in career development and guidance services. The federal government’s role needs to be regenerated to revitalize and build upon the hundred plus years of federal attention given to career development based on informed career guidance strategies. Our forefathers understood there was a dual goal of national security and economic growth that needed to drive such an agenda. As federal legislation purposes and focus have changed over time, these values and the original intentions of career development unfortunately have been lost.

Based on the six key areas needing attention identified in this paper the following recommendations are provided. They are geared towards increasing the capacity of professionals and the multiple institutions involved in career development and assessing the benefits accrued through career development to the individual and society. The recommendations can help improve performance measures used to assess the specific federal programs charged with increasing the economic engine of the nation’s economy, regardless of the specific target population being served.

1. Improve the quality of the foundation support system—the K-12 school career development and guidance system.

Comprehensive Career Planning and its Role in the Competitive Global Economy

The federal government should initiate a research and evaluation initiative that increases the capacity of the counseling system available to all youth. It should be driven by an assessment of the services to document how each increases academic and work readiness and school completion outcomes. The American School Counselor Association (ASCA) National Model can be used to organize both the research and evaluations. Attention needs to be given to services at all levels (elementary, middle and high school). The effort should address efficiency and effectiveness issues including cost-benefits analysis and attention to the use of web-based services. The effort should specifically address the most effective strategies needed for youth with disabilities and other vulnerable youth.

2. Increase the capacity of post-secondary and workforce development programs serving out-of-school youth and at risk populations.

Using the National Career Development Guidelines (NCDG) Framework the federal government should support a research and evaluation initiative to center attention on the most effective strategies to assist individuals in learning how to manage their own career decision making. As noted in this paper, there is a paucity of current knowledge about what works to assist post-secondary students, out-of-school youth, and adults seeking career development support. The U.S. Departments of Education, Labor, Health and Human Services, Justice, and the Social Security Administration should all be involved in supporting this research, as they are the major federal agencies responsible for programs that assist individuals in becoming contributing members of the workforce. Common rubrics and metrics should be developed across these departments and agencies to guide the development of research and evaluation efforts. It is recognized the current state of knowledge about what works varies significantly by the institutional settings so it will be necessary to tailor some of the research and evaluations to meet the needs of particular programs.

In addition to developing a cross-agency research and evaluation agenda, it is important to focus attention on the dissemination of promising practices to get the information into the hands of those best in a position to use it. For both of these recommendations it would be useful if a collaborative dissemination plan were developed for distribution by and among the federally funded research and technical assistance

Comprehensive Career Planning and its Role in the Competitive Global Economy

centers and national membership organizations. Such an approach would require the involved federal agencies' agreement upon promising practices criteria.

The states also have a critical role to play in the design and support of the infrastructure of these multiple yet connected delivery systems. They are major fiscal contributors for most of the career development programs as well as key actors in the provision of professional development support for professionals in their delivery systems. They are also the main government entities responsible for developing cross agency data sharing information systems. It is in their self-interest to have quality career development systems as each state is concerned about supporting strong economies for its citizens. Additionally the leadership of state officials, including governors, is important if there is to be to reenergized political support.

The federal government, however, is faced with multiple demands and it is not probable the above recommendations will occur without a resounding demand from the networks of organizations that have a stake in improving career development and guidance counseling. National associations with a stake in career development and guidance must play a key role in partnership with the federal and state governments as articulated below.

4. Convene a panel of policy makers and researchers, including experts in measurement and accountability systems to generate consensus around performance measures and establish a common language.

As noted throughout this paper there is a critical need to generate a consensus among key stakeholders about a discrete set of measures to assess the value of career development services and counseling services for inclusion in education and workforce development accountability systems. Representatives of associations such as the National Governors' Association, the Council of Chief State School Officers, and the National Conference of State Legislatures along with workforce development and education associations need to be involved in the implementation of collecting and reporting the indicators and metrics. Consideration should be given by the federal government to supporting pilot projects to assess the feasibility of the use of the metrics among multiple programs.

Comprehensive Career Planning and its Role in the Competitive Global Economy

In addition to developing indicators and metrics the panel's work should include developing a glossary of terms, with attention to the utility of the terms for use by practitioners. As noted in this paper, terminology matters. The fact that the same words have different implications for various stakeholders causes confusion for all. For example, broad terms such as terms "appropriate measurable postsecondary goals" and "age-appropriate transition assessments" have proven to be confusing to practitioners.

5. Improve professional development opportunities for staff involved in the career development and career guidance services across all provider settings.

A collaborative effort is necessary to improve the capacity of professionals involved in career development and counseling across the broad range of settings. Professional associations and societies that sponsor credentials to career guidance and counseling professionals and university research centers with recognized expertise in career development and guidance services will need to be engaged. While this paper has highlighted the work of two the organizations—ASCA and NCDA—there are others such as the National Association of Workforce Development Professionals, the National Youth Employment Coalition, and the Commission on Rehabilitation Counselors, all of which have identified core knowledge and skills needed by professionals involved in these services. A review and analysis of the separate but related content standards used by the various associations can provide the base to enhance the field and provide a foundation for additional work that is needed.

Improving pre-service education programs for K-12 professionals should be a major part of this work. In developing this paper it became clear that their professional development is substantially ahead of professional development provided to staff that work with out-of-school youth and adults as well as professionals in post-secondary environments. For those involved in the K-12 systems all state governments have substantial influence over what their postsecondary education institutions offer in their programs of studies. This control can translate into more a rigorous focus on career development knowledge in the training of K-12 educators and administrators. While it is clearly a complex web regarding how each state guides decisions made by higher education institutions, in the case of programs preparing professionals to work in the K-12 system the leverage is strong and if used by state policy makers (i.e., state legislatures

Comprehensive Career Planning and its Role in the Competitive Global Economy

and state boards of education) it is feasible to establish criteria for what needs to be included in a specific program of study. State licensure requirements are also a significant tool that needs to be considered and a review of these could prove useful.

For those who work in programs serving out of school youth and adults it may be necessary to establish one or more “sub” networks to focus on the needs of specific parts of the wide ranging workforce development system. For example, an emerging effort is occurring in several states that centers on requiring personnel hired in One-Stop workforce development centers to be certified in particular competencies areas. Many of these states are building their certifications based on standards developed by various national organizations; most of which specialize on meeting needs of particular population such as those with disabilities or age group. An across the board review of competencies to identify the career development and guidance factors can help build cohesiveness throughout the broad band of institutions providing services.

All of this work should focus on using universal design principles regarding what all professionals need to know and be able to do to appropriately serve all clients. This may require modest modifications to some standards. Attention to ensuring that all professionals have at least a basic understanding about how to support special populations, such as persons with disabilities and culturally diverse populations, would be a goal of this exercise.

A Final Observation:

One of the most striking success stories in the last quarter of a century was that of the National Occupational Information Coordinating Committee (NOICC) and State Occupational Coordinating Committees (SOICC). They helped guide the development of a much improved career development system with a particular emphasis on improving the quality of information available through user friendly IT services, provided much needed support for building well-trained professionals, and generated a culture of collaboration. Their work was built upon the recognition that no one organization has the full charter, expertise, or resources to assume full responsibility over the career development and guidance counseling systems.

Comprehensive Career Planning and its Role in the Competitive Global Economy

A major issue is how can a more active federal and state presence be developed and sustained. Perhaps a Presidential Task Force is needed to provide focus to the development of the agenda due to the cross cutting nature of the issues that must be addressed. Whatever mechanism is used to move the agenda forward, it is highly probable that a need for an updated version of the NOICC/SOICC system will emerge in order to support the necessary infrastructure needed at the federal government level to ensure that the best available practices are being employed in the field.

II) Introduction

A) Purpose of this Paper and Target Audiences

This white paper was commissioned by the Office of Disability Employment Policy (ODEP) of the U.S. Department of Labor (DOL). ODEP is charged with providing national leadership by developing and influencing disability-related employment policies and practices. One priority for ODEP is to focus on methods of improving the transition process for young people seeking to enter the labor force. Over the past eight years, substantial work has been undertaken on the “Transition Agenda,” which focuses on youth between 14 and 25 years of age. The National Collaborative on Workforce and Disability for Youth (NCWD/Y) is a national technical assistance center supported by ODEP. Founded in 2001, one of NCWD/Y’s first tasks was to identify the tools and practices that youth need to succeed in employment. Following a review of over 30 years of research and evaluations, NCWD/Y in collaboration with ODEP generated five critical framing areas that are essential for all youth to become economically self-sufficient as adults. The five areas, collectively called the *Guideposts for Success* are:

- 1) Education-based preparatory experiences, regardless of setting that provide clear performance expectations based upon meaningful, accurate, and relevant indicators of student learning and skills;
- 2) Career preparation and work-based learning experiences to allow youth to make and develop aspirations and informed choices about careers;
- 3) Youth development and leadership opportunities to prepare young people to meet the challenges of adolescence and adulthood through a coordinated, progressive series of activities and experiences which help them gain skills and competencies;

Comprehensive Career Planning and its Role in the Competitive Global Economy

- 4) The coordination of interagency connecting activities, services, and supports that help young people gain access to chosen post-school options; and
- 5) Family involvement and supports to promote the social, emotional, physical, academic and occupational growth of youth. (The *Guideposts* are fully described in Appendix A).

The research used to develop the *Guideposts* reflects the critical need to expose young people to a range of opportunities to make them aware of the ever-expanding career pathways in a knowledge-based economy. The underlying principle is to ensure that the individual has sufficient knowledge to make an *informed* choice about his or her career pathway. The *Guideposts* reveal that career development based on high quality guidance and counseling throughout the transition period is one of the most important services that youth require. However, several demonstration projects supported by ODEP since 2001 have revealed that often youth, especially youth with disabilities, lack the necessary information and experiences to make informed choices about a career pathway that matches their interests and talents. ODEP is interested in finding strategies to correct this situation for youth with disabilities and other vulnerable youth. This is a scoping paper in that it assesses the condition and the state of the art and practice. Based on this scoping effort it also identifies potential next steps for federally supported research and, through combined efforts of several federal departments, potential federal action to improve career development and guidance services for all citizens in order to improve the economic vitality in communities, regions, states, and nation. It is broad in its range and includes the following:

- Information about the design features of quality comprehensive career planning services;
- Age and stage appropriate strategies and services including curriculum;
- Strategies employed by the K-12 schools, post-secondary and alternative schools;
- Evidence of:
 - The long term effects of comprehensive career planning;
 - Successful career planning services and methods employed to determine results; and
 - Additional supports youth with disabilities may need, including accommodations.
- Recommendations for possible next steps for federal and state governments and key stakeholders to pursue.

Comprehensive Career Planning and its Role in the Competitive Global Economy

The primary audiences for this issue paper include ODEP, its sister agencies across federal departments, state and local education and workforce development agencies, national and state associations involved with workforce development, and those who provide guidance and counseling to youth. A key purpose is to provide a research and action agenda for ODEP and other federal agencies to jointly pursue to improve career guidance services and systems.

B) Methodology of this Paper

Information for this paper was garnered from a review of the research literature and a limited number of interviews with researchers in the career guidance field. We also vetted the paper with a panel of experts drawn from national associations representing the leadership of the guidance and career counseling community and experts familiar with the transition challenges of youth with disabilities (see Appendix B for membership of the panel).

III) Background

A) Terms and Definitions

Terms and definitions in the area of career planning have evolved over the past hundred plus years and are still evolving. Hughes and Karp (2004), in a synthesis of literature on school-based career development, used the following definitions that have been endorsed by professional organizations.

- **Guidance** — an umbrella term encompassing many services aimed at students' personal and career development.
- **Career guidance** — the portion of the guidance program focused on students' career development; this can include career counseling (below) or other career-related services.
- **Career counseling** — the portion of the guidance program in which trained professionals interact with students to assist them with their career development.
- **Academic counseling** — as quoted in the Perkins legislation, is also often referred to as academic advisement. This generally refers to trained professionals counseling students on their

Comprehensive Career Planning and its Role in the Competitive Global Economy

academic plans, for course-taking while in secondary school as well as for postsecondary education.¹

Additional explanatory terms that are generally used and supplement the above definitions include:

- 1) Career development is a life-long process with age and stage appropriate strategies that should be employed by the professionals engaged in each particular stage of development. All of the definitions recognize that the development process must include the following: a) the provision of basic knowledge; b) exposure to careers; c) the development of work values; and d) the discovery of specific vocational pathways that meet the persons' interests, aptitudes, and opportunities.
- 2) Comprehensive career planning (CCP) refers to a guidance system that navigates an individual through education, knowledge, and skills acquisition on the path to obtaining a career. The goal of CCP is to establish an approach to one's future that allows for a growth plan into a fulfilling and meaningful career as opposed to a job.
- 3) Career counseling includes the following types of activities: a) assisting in the development of career choices over the life span; b) addressing individual needs; and c) assisting in clarifying career decision making.
- 4) Career guidance refers to services and activities intended to assist individuals, of any age and at any point throughout their lives, to make educational, training, and occupational choices and to manage their careers. Such services may be found in schools, universities and colleges, in training institutions, in public employment services, in the workplace, in the voluntary or community sector, and in the private sector. The activities may take place on an individual or group basis, and be face-to-face or at a distance (including help lines and web-based services). They include career information provisions (in print, ICT-based², and other forms), assessment and self-assessment tools, counseling interviews, career education programs (to help individuals develop their self awareness, opportunity awareness, and career management skills), taster programs (to sample options before choosing them), work search programs, and transition services.³

The terms career development and career guidance overlap but there has been differences within the broad network of professionals and institutions involved in the multiple institutions and their specific service strategies to assist individuals prepare for

¹ Hughes, K. and Karp, M. (2004). *School-based Career Development: A Synthesis of the Literature*. Institute on Education and the Economy, Teachers College, Columbia University NY. Retrieved May 27, 2008 from www.acrnetwork.org/DirectorsAdmin/Docs/career%20development%2002-04.doc.

² ICT= Information and Communications Technology

³ OECD, The European Communities, and the World Bank. 2002.

Comprehensive Career Planning and its Role in the Competitive Global Economy

participation in the workforce. Terms within the career development and guidance fields will continue to emerge. For example, when Congress passed the Career Technical Education Act of 2006, the Conference Report contained a charge to key stakeholders to establish “career pathways for the sake of policy makers and practitioners alike” due to the increasing prevalence of the phrase. For guidance and counseling professionals, assisting individuals to make informed choices about careers is substantively different than focusing on a specific job. In this paper the two definitions that will most often be used are *career development* and *career guidance* as they are the most encompassing. At points these terms may be used interchangeably depending on the specific context of the discussion.

B) History and Context

1) Overview of Career Guidance

The field of career guidance has a long history that continues to be influenced by multiple theories and disciplines that have been tested to advance structures within individual businesses, organizations, and the management of the military services to implement certain activities, such as recruitment and position assignments.⁴ For this paper, the attention will be on the role of the federal government due to its influence over the past century in the field. Additionally, the primary focus will center on the role of career guidance for entrants into the workforce.

2) Founding Fathers of Career Guidance

There are two “fathers” recognized by today’s guidance and counseling professionals. The first is Jesse B. Davis, the proclaimed father of school guidance programs beginning in 1907. His focus was to incorporate career guidance into the core programs of study provided in the high school curricula to relate career interests, develop character, and avoid behavioral problems. Frank Parsons, on the other hand, is considered the father of vocational guidance. In 1908, Parsons established the Bureau of Vocational Guidance in Boston to assist young people in making the transition from school to work. Parsons posited that an individual must possess the following three traits

⁴ Tolbert, E.L. (1974). *Counseling for Career Development*. Houghton Mifflin Company.

Comprehensive Career Planning and its Role in the Competitive Global Economy

to make wise vocational choices: a) Understanding of yourself, your aptitudes, abilities, interests, ambitions, resources, limitations, and their causes; b) Knowledge of the requirements and conditions of success, advantages and disadvantages, compensation, opportunities, and prospects in different lines of work; and c) True reasoning on the relations between these two factors.

Both Davis' and Parsons' approaches expanded in the 1920s and 1930s due to the rise of progressive education that emphasized personal, social, and moral development. Still, there was a backlash within the education community that considered such approaches to be anti-educational, and there was a prevailing belief that the role of schools should be centered on academics and educational fundamentals, not careers. The National Education Association took the lead in this dissent and, combined with fiscal realities of the Great Depression, there was a decline in school guidance and counseling. Such divisions of opinions persist today.

Parsons' focus on vocational guidance earned federal recognition through the passage of the Smith-Hughes Act of 1917. This statute began the first federal support for vocational programs in secondary schools. An amalgamation of federal laws ensued that augmented the role of the federal government in providing support to both secondary and postsecondary institutions to improve vocational education. Subsequent regulations have always included explicit recognition of the critical role of career guidance.

3) Influence of National Security Concerns

A major thrust in the federal support of guidance and counseling was derived through national defense concerns. The need to ramp up the selection, training, and placement of soldiers for World War II propelled the guidance and counseling system in a new direction: testing the students. The military provided support to the schools for this screening service.

In reaction to the Russian launch of the Sputnik satellite, Congress passed the National Defense of Education Act (NDEA) in 1958 that created the National Institute of Sciences (NIS) and other institutions within the infrastructure of the federal government. A substantial component of the legislation was to increase the number of scientists and

Comprehensive Career Planning and its Role in the Competitive Global Economy

mathematicians in the United States, providing support to both K-12 and postsecondary educational institutions.

Title V of the NDEA legislation focused on the development of a career guidance and counseling infrastructure within the K-12 and the postsecondary education systems. A key feature of Title V recognized the need to increase the emphasis on testing in order to identify students with outstanding ability. Under this legislation, states had to submit plans showing how they would test secondary school students to identify academically talented students for the purposes of encouraging them to enter the hard sciences and other forms of higher education. Title V also allotted funds to support the development of local school guidance and counseling programs.

The second key feature of Title V, especially relevant to this paper, was the provision of funds to train secondary school counselors, and the recognition that postsecondary institutions would need to develop programs of studies providing degrees in guidance and counseling. The NDEA legislation significantly advanced the professionalization of guidance and counseling by emphasizing that counselors earn master and doctoral degrees. NDEA also helped to spur the establishment of professional associations for counselors that served as the precursors to current associations, to be discussed later in this paper.

Interestingly, in 2008, the need for increasing the numbers of scientists and mathematicians remains a concern. In 2007 the America COMPETES Act (Creating Opportunities to Meaningfully Promote Excellence in Technology, Education, and Science) was passed with strong bipartisan support, and there continues to be a flurry of federal legislative proposals seeking to address the same issue of science and math education. This field is frequently referred to as STEM (Science, Technology, Engineering and Mathematics), and is addressed through STEM programs at various institutions. However, career guidance does not enjoy the same emphasis and support in today's legislative climate.

4) Influence of Social Concerns

As equality and access issues came to the fore during the 1960's War on Poverty, the focus of federal support for vocational education shifted to disadvantaged youth who

Comprehensive Career Planning and its Role in the Competitive Global Economy

were primarily poor and ethnic minorities. The physically “handicapped” were also included, but limitations were placed on the type of persons with disabilities that were provided support.

In 1963, Congress highlighted the value of career guidance and counseling by establishing a federal career guidance and counseling office through the revisions of vocational education legislation. This office helped set the stage for the rise of the career education movement in the 1970s that was championed by Sidney Marland, the Commissioner of Education in HEW. He advocated for the Career Education Act of 1977, a systems change initiative with a five year time limit. During this period, the Career Education Office gave substantial attention to the role of guidance and counseling. Ken Hoyt, its director, wrote a series of monographs addressing the role of school counselors within the envisioned career education “system:”

Career education is action-centered and experience-oriented... Counselors need to help students increase their self-understanding... and [spend] less time collecting and filing standardized test scores and more time helping design performance evaluation measures... Career education is one of collaboration of efforts both within the formal education system and among that system, the business-labor-industry-professional-government community and the home and family structure... Career education is best viewed as concept equally dependent on both the career development process and on the teaching-learning process as a means of organizing its implementation efforts.⁵

Hoyt noted that the counselor function is rooted in the career development process. Many of Hoyt’s observations remain relevant today as we consider the major components of a comprehensive career guidance system.

Non-formal education was also expanded during the 1960s and 1970s through the funding of training for emergent workers and the retraining of current workers. DOL took the lead for these initiatives and emphasized training for specific jobs to fill existing shortages, or to accommodate new job requirements once they had been significantly upgraded due to technological advancements. This required obtaining a deeper knowledge of supply and demand issues and of the skill requirements of jobs.

⁵ Hoyt, K. (1977). *Career Education: Consideration for Counselors*. U.S. Government Printing Office, Washington, D.C.

Comprehensive Career Planning and its Role in the Competitive Global Economy

In 1976, Congress established the National Occupational Information Coordinating Committee (NOICC). During its 22 year existence NOICC supported, through a strong collaborative approach, a network of State Occupational Information Coordinating Committees (SOICC) and the development of multiple products and services. NOICC contributed to the following outcomes:

- An Occupational Information System that draws upon multiple sources of data to assist career guidance and vocational programs and job search services;
- Support to states to build Career Information Delivery Systems (CIDS);
- Development of a training program, Improved Career Decision Making (ICDM), for counselors and counseling students on how to use labor market information in career guidance and counseling programs;
- Development of the National Career Development Guidelines (NCDG), now used in over 40 states and several countries;
- Career Development Training Institutes for states to use in training personnel to help students and adults acquire career development skills and make career decisions, in addition to classroom career development that included a college level curriculum for career development facilitators; and
- The creation of a career development program, called The Real Game Series, which is an interactive career exploration activity for students in the third to twelfth grade, and even on to adulthood.⁶

NOICC was eliminated with the passage of the Workforce Investment Act of 1998 (WIA). WIA transferred its occupational information functions to the Bureau of Labor Statistics (BLS) and the Employment and Training Administration (ETA), and its career guidance and development functions to the Department of Education Office of Vocational and Adult Education (OVAE). OVAE focuses on assisting the career and technical education programs funded through Perkins. Today, BLS assumes a variety of informational duties, such as making supply and demand occupational projections, and ETA manages the O*NET system, a comprehensive source of occupational information. The leadership of NOICC found homes for many of the core products and services in order for their influence to continue. The majority of the states chose to maintain these initiatives, often without any modifications to the SOICC structure.

⁶ The NOICC/SOICC Network 1976-2000. *Administrative Report No. 22*. Department of Labor Employment and Training Administration. Retrieved from ERIC Clearinghouse April 7, 2008.

Comprehensive Career Planning and its Role in the Competitive Global Economy

A key feature of WIA has been the establishment of One-Stop Centers across the country to streamline services for job seekers and employers. The services are organized by three tiers of intensity. The core services (Tier 1) are available free of charge. They essentially fall under the definition of career guidance noted above and draw heavily upon self-guided ICT internet-based information developed by the federal government and tailored as needed by the states. The parameters used include career interest inventories, labor market supply and demand, skill requirements for occupations and wage information. Tier 2 services are more intensive and involve face to face interaction with counselors and formal assessments of academic and skill competencies. If it is determined that an individual is eligible and could benefit from training, it is made available under Tier 3 WIA resources or other sources of training grants.

In this first decade of the 21st Century high school reform is a high profile issue. Multiple pathways, career clusters, and work readiness are now the foci of attention as states are responding to calls from the employer community. In 2005, the National Governors' Association, in a bipartisan gathering of political and business leaders, embraced the dual goals of academic and work readiness as key roles of high schools. At this historic summit, participants went beyond academic achievement as the sole criteria to measure educational success, and insisted that the preparation for work also be an indicator of success. As a result of the summit, and with substantial support from the Bill and Melinda Gates Foundation, major high school reform initiatives are underway throughout the nation. These initiatives are focused on: 1) placing more attention on altering the instruction, curriculum, and structure of the schools; 2) enhancing assessments to strengthen connections to work preparation; and 3) strengthening the credentialing and graduation requirements. Within schools the second and third areas of focus require an active career guidance effort. One example of these emerging initiatives is a rather recent development in high school graduation requirements stipulating that each student have an individualized learning plan. Many of these individualized learning plans must include career development plans, which will be discussed later in this paper.

The key to whether our economy remains competitive in a global 21st Century marketplace will be whether the expertise of the U.S. workforce can keep pace with the growing demand for evolving skills and the extent of global competition. For U.S

Comprehensive Career Planning and its Role in the Competitive Global Economy

businesses to remain competitive, innovation and expediency to market demands will be key. Technological skills will be needed across all areas of the economy: agriculture, manufacturing, mining, government, education, and services. Businesses will need workers of all ages who are flexible, agile, creative, lifelong learners, team players, problem solvers, and critical thinkers. In addition, the emerging fields of nanotechnology, biotechnology, and so-called “green jobs” will drastically reshape the employment landscape. Some sectors may be comprised entirely of “e-lancers,” or virtual businesses with a small number of workers linked electronically.

Because many workplaces of tomorrow may be virtual ones, as opposed to those defined by bricks and mortar, and the jobs of tomorrow will likely look very different from today’s jobs, businesses will need to be able to adapt to changing priorities quickly. Contract or project work will therefore become more commonplace, and in the absence of long-term, permanent, and secure employment relationships workers will need to change jobs much more frequently. In this new reality, education, training, and retraining will become an ongoing lifelong need. Accordingly, for the U.S. to continue to play a significant role in the global economy, it is imperative that we act now to make investments in America’s future, and investing in a career development system that can support workers throughout their lifespan is critical to this investment strategy.

C) Disability Specific Legislation

This section provides a brief overview of disability specific legislation that acknowledges the importance of career guidance services.

1) Vocational Rehabilitation Act

The field of vocational rehabilitation counseling was launched when the federal government initiated programs for World War I veterans returning with disabilities. One primary reason the Smith-Hughes Act of 1917 was passed was the need to support returning veterans. Shortly thereafter, support was expanded to assist civilians with disabilities. The Vocational Rehabilitation Act, now Title IV of WIA, is derived from the progressive movement that influenced early career and vocational guidance efforts in this country. Many of the first programs were sponsored through religious groups or organizations developed to support the needs of individuals with specific disabilities.

Comprehensive Career Planning and its Role in the Competitive Global Economy

Domestic issues also propelled the growth of vocational rehabilitation programs due to: 1) the passage of the Social Security Act of 1935; 2) the need to find ways to contain the rising cost of workers compensation programs; and 3) the continued expansion of types of disabilities recognized by one or more federal laws that culminated in the 1990 passage of the Americans with Disabilities Act (ADA). The ADA used the definition of disability in section 504 of the Rehabilitation Act as the basis of the law. It includes any physical or mental impairment that substantially limits one or more major life activities, a history of having such impairment, or the perception of having impairment. Throughout all of these expansions, guidance and counseling functions were deeply embedded in the rehabilitation process.

The American Disabilities Act Amendments Act of 2008 took effect on January 1, 2009. The changes made to the legislation clarify the interpretation and scope of disability. Previously, the courts had undergone criticism for the limits and ambiguity they had imposed in regard to the ADA. The Equal Employment Opportunity Commission (EEOC) will be implementing regulations soon.

2) Individuals with Disabilities Education Act

In 1975, Congress passed the Education for All Handicapped Children Act (EHA), PL 94-142, a landmark civil rights and education statute. The preamble of the law stated that a key purpose is to provide students with the opportunity to become productive taxpayers. A mandate in the passage of EHA was that K-12 educational institutions must ensure that youth with disabilities were afforded the same access to the core programs offered to all youth. The legislation had four purposes:

- To ensure the availability of a free appropriate public education (FAPE);
- To ensure the rights of children and their parents are protected;
- To assist states and localities in providing the education; and
- To assess and assure the effectiveness the education provided.

There have been several iterations of this special education legislation since 1975. In 2004, Congress passed the Individuals with Disabilities Education Act (IDEA), which made major amendments to EHA. In setting directives for the education of students with disabilities, IDEA expanded the legislative focus—which previously was to provide

Comprehensive Career Planning and its Role in the Competitive Global Economy

access to a free and appropriate education—to include documenting post-secondary outcomes. Career guidance and counseling may become more significant as states increase efforts to meet the new focus on accountability. The legislation now contains 20 performance indicators, four of which are relevant to this discussion:

- *Indicator 1* tracks the percentage of youth with Individual Education Programs (IEPs) graduating with a regular diploma.
- *Indicator 2* tracks youth with IEPs dropping out of school compared to the percentage of all youth dropping out.
- *Indicator 13* requires schools to annually report the percentage of youth aged 16 and above with an IEP that includes measurable post-secondary goals in the areas of employment, education or training, and, if appropriate, independent living based on an age appropriate transition assessment along with coordinated transition services that will reasonably enable the student to achieve their goals.
- *Indicator 14* requires schools to annually report the percentage of youth who meet the following criteria: 1) had an IEP; 2) are no longer in secondary school; and 3) have been competitively employed, enrolled in a postsecondary institution, or both, within one year of leaving high school.

States are currently in the process of developing new information systems to track these outcomes. The indicators moved the conversation from one of a process that targeted outcomes to one that now uses the term “results oriented” which is a higher standard.

In the definition of transition services, the 2004 amendments incorporated new language stating that the IEP must address how to improve the academic, developmental, and functional needs of the child to facilitate the movement to post-school activities, such as postsecondary education. The 2004 amendments also incorporated new references supporting: 1) vocational *education* (rather than the prior language simply stating “vocational *training*”); 2) integrated employment (including supported employment); 3) continuing and adult education; 4) adult services; 5) independent living; and 6) community participation.

Additionally IDEA legislation calls for instruction and services to be based on the concept of Universal Design for Learning (UDL) to increase access to, and success in, general education programs. UDL, as an emerging concept, focuses on fostering multiple means for students to access course content, engage in learning, and demonstrate what

they have learned. In further promoting access to general education, the law places a heavy emphasis on professional development initiatives that call for collaboratively trained general and special education staffs. In 2008, with the reauthorization of the Higher Education Act, UDL was included in multiple sections of the Act generating a further thrust toward integrated settings for youth with disabilities.

IV) Components of a Comprehensive Career Guidance Program

A) Benefits of Providing Career Information and Services

Career guidance programs began as a selection and placement focus based on national security issues at the start of the 20th century—and heavily weighted towards the use of tools to measure aptitudes, knowledge, and skills to sort individuals into “appropriate slots” in schools, worksites, and the military—has shifted to a developmental focus. Since the 1950’s, theorists and practitioners have agreed that career development is a lifelong process requiring a diverse range of programs, tools, and techniques.⁷

Career development services are also becoming available in an increasing number of settings. Evidence provided by America’s Career Resource Network Association (ACRNA)⁸ confirms the educational, social, and economic value of career information and services that foster “*informed and considered career decisions*” (their emphasis).⁹ Informed and considered career decisions are the product of a career development process that includes:

- Creating awareness of options;
- Exploring possible career pathways;
- Reviewing available information;
- Clarifying interests, values, and skills through assessment;

⁷ Gysbers, N. (1998). *Career Development: The Contemporary Scene and the Future: Highlights*. An ERIC/CAPS Digest. Source: ERIC Clearinghouse on Counseling and Personnel Services, Ann Arbor, MI.

⁸ ACRNA is a nonprofit organization dedicated to promoting, supporting, and improving career information and services. Its origins came from the NOICC/SOICC network discussed earlier in this report. It works closely with the Department of Education’s implementation of Section 118 Carl D. Perkins Vocational and Technical Education Act of 1998 Reauthorization (P.L. 105-332).

⁹ Gillie, S. and Isenhour M.G. (2005). *The Educational, Social, and Economic Value of Informed and Considered Decisions*. Retrieved March 15, 2008 from www.acrna.net.

Comprehensive Career Planning and its Role in the Competitive Global Economy

- Reflecting upon experiences;
- Relating education and training options to occupational goals;
- Experimenting through work sampling, volunteering, or employment;
- Consulting with knowledgeable people in the field of interest;
- Formulating plans for education, training, career entry, and retraining;
- Making decisions and refining plans;
- Implementing and adapting plans; and
- Applying the career development process throughout the lifespan.

Career guidance professionals¹⁰ may facilitate the career development process, or individuals may engage in the process on their own. Though not all individuals will engage in all steps, and the sequence may vary, informed and considered career decisions represent a match between the individual and the work that embodies his or her skills, interests, values, beliefs, and purposes, and align with, inform, and contribute to the individual's well-being and life goals.¹¹ *The Educational, Social, and Economic Value of Informed and Considered Career Decisions*, a report by Scott Gillie and Meegan Gillie Isenhour (2005)¹², presents this evidence among the following domains:

- 1) Educational Outcomes
 - a) Improved educational achievement.
 - b) Improved preparation and participation in postsecondary education.
 - c) Better articulation among levels of education and between education and work.
 - d) Shorter time to graduation.
 - e) Higher graduation and retention rates.
- 2) Social Benefits
 - a) Benefits to family, peers, and community.
 - b) Higher levels of worker satisfaction and career retention.
 - c) Shorter path to primary labor market for young workers.
 - d) Lower incidence of work-related stress and depression.

¹⁰ Career guidance professionals may be vocational psychologists, counseling psychologists, school counselors, teachers, librarians, or professionals employed in a variety of public and private organizations that assist individuals with various aspects of career development.

¹¹ Gillie and Isenhour, p. 2.

¹² This report was prepared under the auspices of ACRNA.

Comprehensive Career Planning and its Role in the Competitive Global Economy

- e) Reduced likelihood of work-related violence.
- 3) Economic Benefits
 - a) Higher incomes and increased tax revenues.
 - b) Lower rates and shorter periods of unemployment.
 - c) Lower costs of worker turnover.
 - d) Lower health care costs.
 - e) Lower incarceration and criminal justice costs.
 - f) Increased worker productivity.¹³

Gillie and Isenhour's document was culled from evidence-based research that met the rigorous validity criteria generally recognized within the research community. The search process for evidence-based documentation that career guidance has societal and personal value added benefits necessitated filtering out a substantial number of studies that did not focus on the "so-what" value of the service or product.

Soresi, Nota, Ferrari, and Solberg (2008) also establish the benefits of a comprehensive career guidance system in "Career Guidance for Persons with Disabilities." In this paper, the authors lay the foundation for their argument by adopting a redefinition of "disability" as an ecological-behavioral phenomenon that is an "interaction between individuals and the environments in which they live."¹⁴ Therefore, by controlling the resources, supports, and other environmental factors that a young person is introduced to, a service provider, instructor, or even employer can increase that person's ability to perform to their full potential, regardless of the disability they may exhibit.

According to the paper, the absence of empowerment and self-determination among youth with disabilities can result in:

- Inadequate and irrational occupational beliefs;
- A fear of failure;
- Being highly influenced by others;
- Resorting to an external locus of control;

¹³ Gillie and Isenhour, p. 1.

¹⁴ Nota, Rondal, & Soresi (2002); Wehmeyer & Patton (2000): Quoted in Soresi, Nota, Ferrari, & Solberg. (2008) "Career Guidance for Persons with Disabilities." *International Handbook of Career Guidance*. Eds: J.A. Athanasou, R. Van Esbroeck. Springer Science+Business Media. pp. 405-17. p. 405.

Comprehensive Career Planning and its Role in the Competitive Global Economy

- Difficulty in setting future goals;
- A lack of decision-making skills; and
- Not viewing work as a source of self-realization, satisfaction, or a means of strengthening their knowledge and abilities.¹⁵

Soresi et al. posit “self-determination” as the possibility of making individual decisions without external influences. Self-determination may be fostered through various means, including a shift away from less restrictive life conditions, like sheltered employment, and targeted career guidance programs that offer assessment *and* development opportunities.¹⁶

When discussing the role of family in career guidance and self-determination, Soresi et al. frankly note the reality that many youth with disabilities are faced with the challenge that their “parents may think—as do other members of society—that their children with disabilities are ‘eternal babies’ and that...they are unable to take part in decisions about their future.” Furthermore, teachers were shown to have “stereotyped and negative beliefs regarding the occupational future of persons with disabilities.”¹⁷ For youth with disabilities to learn and exhibit career self-efficacy behaviors, both parents and teachers must be trained to view a disability in relation to the individual’s environment. If all stakeholders involved believe that work is a means to self-realization and self-satisfaction, as opposed to a task to keep the person occupied, it will encourage the development of self-determination tendencies in youth with disabilities. Thus, Soresi et al. state, “the link between self-determination and quality of life are such that they should constitute major objectives when designing strategies for persons with disabilities.”¹⁸

B) National Career Development Guidelines

In order to organize career guidance services that promote a lifelong developmental approach and establish a variety of processes to identify promising practices, members of ACRNA worked closely with the National Career Development Association (NCDA) in the development of the National Career Development Guidelines

¹⁵ Soresi, Nota, Ferrari, & Solberg p. 407.

¹⁶ Soresi, Nota, Ferrari, & Solberg p. 410.

¹⁷ Soresi, Nota, Ferrari, & Solberg p. 413.

¹⁸ Soresi, Nota, Ferrari, & Solberg p. 408.

Comprehensive Career Planning and its Role in the Competitive Global Economy

(NCDG).¹⁹ The NCDG is a framework for pinpointing the knowledge and skills young people and adults need to manage their careers effectively, from making decisions about school, to acquiring their first job, and beyond. The NCDG is organized into three domains: Personal Social Development (PS), Educational Achievement and Lifelong Learning (ED), and Career Management (CM). Under each domain, the NCDG lists goals to support the particular domain. These goals are in Figure 1.

Figure 1
National Career Development Guidelines Framework

Personal Social Development Domain (PS)	
<i>GOAL PS1</i>	Develop understanding of self to build and maintain a positive self-concept.
<i>GOAL PS2</i>	Develop positive interpersonal skills including respect for diversity.
<i>GOAL PS3</i>	Integrate growth and change into your career development.
<i>GOAL PS4</i>	Balance personal, leisure, community, learner, family, and work roles.
Educational Achievement Lifelong Learning Domain (ED)	
<i>GOAL ED1</i>	Attain educational achievement and performance levels needed to reach your personal and career goals.
<i>GOAL ED2</i>	Participate in ongoing, lifelong learning experiences to enhance your ability to function effectively in a diverse and changing economy.
Career Management Domain (CM)	
<i>GOAL CM1</i>	Create and manage a career plan that meets your career goals.
<i>GOAL CM2</i>	Use a process of decision-making as one component of career development.
<i>GOAL CM3</i>	Use accurate, current, and unbiased career information during career planning and management.
<i>GOAL CM4</i>	Master academic, occupational, and general employability skills in order to obtain, create, maintain, and/or advance your employment.
<i>GOAL CM5</i>	Integrate changing employment trends, societal needs, and economic conditions into your career plans.

Source: America's Career Resource Network NCDG Framework, available through http://www.acrnetwork.org/ncdg/ncdg_framework.aspx.

Each goal has indicators of mastery that highlight the knowledge and skills needed to achieve that specific goal. The indicators are presented in three learning stages:

- **Knowledge Acquisition.** Youth and adults at the knowledge acquisition stage expand knowledge awareness and build comprehension. They can recall, discuss, summarize, and compile new information about the knowledge.

¹⁹ The National Career Development Association (NCDA) is a division of the American Counseling Association (ACA). The NCDA addresses the need for career guidance in school and beyond. The NCDA's tasks include licensing and credentialing of career services professionals, addressing policy and research, and, importantly, developing career counseling standards.

Comprehensive Career Planning and its Role in the Competitive Global Economy

- Application. Youth and adults at the application stage apply acquired knowledge to situations and to self and seek out ways to use the knowledge.
- Reflection. Youth and adults at the reflection stage evaluate and synthesize knowledge in accord with their own goals, values, and beliefs. They decide whether or not to integrate the acquired knowledge into their ongoing response to situations and adjust their behavior accordingly.

These stages describe learning competencies; they are not tied to an individual's age or level of education. To help individuals attain the needed competencies, NCDA has developed a wide range of tools to assist individuals and professionals including a coding system for program development and tracking activities by goal, learning stage, and indicator. It has focused on building a wide array of promising practices to assist individuals as they develop their career plans as well as a wide array of tools and training opportunities for professionals in the field. The National Guidance Resources in the Appendix of this paper provide directions on how to access thoroughly vetted materials through NCDA, such as self-assessment tools, many of which are free.

C) **Building a Framework for Forward Movement**

The work of ACRNA and NCDA provide the most inclusive base around which a comprehensive career guidance "system" could be organized in the United States.

However, before such a system is implemented, three questions need to be addressed:

- 1) Who is in the position to organize such a system?
- 2) Is there a need for one all encompassing system?
- 3) What should be the role and responsibilities of government to promote and support a career guidance system?

In 2004, the Organization for Economic Cooperation and Development (OECD) and the European Communities issued *Career Guidance: A Handbook for Policy Makers*. *Career Guidance* is based on a study conducted in 39 countries in cooperation with the World Bank that provides:

- Career guidance for young people in schools, those at risk, and those in postsecondary education;
- Guidance to unemployed adults, employed adults, and older adults;
- Disadvantaged groups with access to career guidance and services; and

Comprehensive Career Planning and its Role in the Competitive Global Economy

- System supports for addressing issues such as career information, training, funding, coordination, strategic leadership, quality, and how to assess effectiveness.

A number of common messages emerged from the OECD and European Communities study. Numerous examples of successful practices exist in the countries that were reviewed, such as Canada, Germany, and Finland. Excerpts from OECD's "Examples of Effective Responses" are in Appendix C. However, the OECD identified major gaps between service organization and the absence of key public policy goals. For example, access to services is limited, particularly for adults. Too often, the services fail to develop an individual's career management skills and instead focus on immediate decisions. In addition, training and qualification systems for those who provide services are often inadequate or inappropriate and coordination between key ministries and stakeholders is poor. The OECD study identified two key challenges in building lifelong guidance systems:

- Moving from an approach that emphasizes assistance with immediate occupational and educational decisions to a broader approach that also develops an individual's ability to manage his or her own careers (e.g., developing career planning and employability skills); and
- Finding cost effective ways to expand citizens' access to career guidance throughout their lifetimes.²⁰

This approach suggests a possible strategy that could also be employed in the United States to move towards a more comprehensive career guidance system. OECD et al. recommend that a "system" be built based upon age/developmental stages and institutional strategies. For example, the study highlighted the critical role that elementary through secondary schools must play to provide the foundation of a career guidance system. Yet, they recognized that vulnerable youth who have left school early are in special need of quality career guidance services, such as those that assist the individual in learning career management decisions not just immediate career decisions. Additionally, vulnerable youth need to be in a supportive environment that assists them in overcoming a sense of social exclusion. This requires a setting where they can connect to caring adults over a significant period of time. The report also notes that post-secondary

²⁰ OECD/European Communities. (2004). *Career Guidance: A Handbook for Policymakers*. OECD; Paris, France.

Comprehensive Career Planning and its Role in the Competitive Global Economy

institutions and programs serving adult workers should improve their career guidance services. But a common infrastructure can improve access and systems supports in most instances.

According to the OECD research, effective lifelong guidance systems that meet these challenges would offer:

- Transparency and ease of access over the lifespan, including a capacity to meet the needs of a diverse range of citizens;
- Particular attention to key transition points over the lifespan;
- Flexibility and innovation in service delivery to reflect the different needs and circumstances of diverse client groups;
- Programs to develop people's career-management skills;
- Opportunities to investigate and experience learning and work opportunities before choosing;
- Access to comprehensive and integrated educational, occupational, and labor market information;
- Access to individual guidance by appropriately trained and qualified practitioners for those who need such help, at times when they need it;
- Assured access to services that are independent of the interests of particular institutions or enterprises;
- Processes to stimulate regular review and planning; and
- Involvement of relevant stakeholders.

It is clear the United States does not yet enjoy a transparent comprehensive career guidance system that includes targeted supports to meet the needs of different populations based on the developmental/situational/institutional supports that were identified through the OECD/European Community study. This is not to say that components do not exist. For example, the aforementioned work of the BLS's O*Net and the joint work shared between ETA and OVAE to supply internet materials for students, job seekers, and professionals involved in the delivery of career guidance services with the capacity to meet the needs of a diverse range of citizens are examples of the U.S. addressing some of the OECD challenges. Another example will be reviewed at length in the next section of this paper—a professional society's national framework for a school based career development and guidance system program that is being adopted on a voluntary basis in several states and local school districts.

Comprehensive Career Planning and its Role in the Competitive Global Economy

The WIA legislation, referenced earlier, embeds career guidance services into the One-Stop Centers. However, during the literature review for this paper, no evaluations, research or documentation of promising practices emerged specifically focused on the identification of quality career planning services in the One-Stop networks. In addition to services through the One-Stop Centers, the framers of WIA recognized the need to have a separate section to address the needs of youth. Career guidance, however, is not identified as an explicit service strategy to be included in the supports to eligible at-risk youth. For both the One-Stops and youth programs funded through WIA Title I grant funds there is little doubt that career guidance tools are heavily used. It is not clear, however, if they are driven by the standards of best practice that ensure the individual learns to manage their career management decisions. For youth in the emerging workforce there have been multiple and even substantial systems change demonstrations that have embedded career guidance concepts in the design features allowed under federal law. Examples of such concepts are the School-to-Work Opportunities Act passed in 1994, the WIA Youth Opportunity demonstration grants, and an array of systems change demonstration initiatives to support improved education and employment outcomes for youth with disabilities supported by funds from IDEA and Vocational Rehabilitation. Yet, without a policy framework that explicitly addresses career guidance, as suggested by OECD, it has been difficult to focus the role of career guidance services.

Clearly more attention should be given to unbundling the value of career guidance and development services that are evidence-based and validated by practitioners' "standards of practice" criteria. For example, again, the literature review for this paper did not identify evidence of the particular role career guidance services plays in transition services required under IDEA. It could be because the transition planning in the formal IEPs focuses on academic education requirements, or due to a lack of career guidance information among special educators. Though, as will be described later, excellent materials have been developed to promote quality career planning for youth with disabilities, the National Longitudinal Study NLTS2 reveals the following about youth with disabilities:

Comprehensive Career Planning and its Role in the Competitive Global Economy

- Only 2% of juniors and seniors receiving special education services participate in work-based learning experiences.
- A 2002 survey of students or their parents reported that:
 - 56% received no career counseling,
 - 51% received no career assessment,
 - 64% received no job readiness training,
 - 86% received no job skills training, and
 - 64% received no job search instruction.²¹

These statistics clearly indicate the need for more effective career guidance. As noted earlier the relative new focus on outcomes may help generate research that centers on the value added of career development and the role of career guidance in the process.

V) **An Emerging Foundation Model²²**

The OECD study noted the importance of the compulsory education period to provide the foundation for career planning. What follows in this section is a discussion about one career planning model that has recently emerged in the United States. While it centers on the role of career guidance in schools, the core concepts overlap with the NCDA framework and the core strategies needed in a school-based career guidance program could be adapted for programs serving out of school youth. The framework for this comprehensive program reflects more than one hundred years of development. This guidance program is being used on a voluntary basis by states across the country. In 2003, the American School Counselor Association (ASCA) developed a National Model based upon its standards regarding what student should know and be able to do.

A) **Content: The Knowledge and Skills Students Should Acquire**

ASCA first developed student focused standards—supported by districts and state government—that center on what schools from elementary to high schools should do to ensure students are prepared in three key domains: academic, career, and personal/social development. The results, or outputs, are not included in the framework and this is no

²¹ National Longitudinal Transition Study 2 (NLTS2) available online at www.nlts2.org.

²² To access information for most of the states cited in this study visit the ACRNA web site at www.acrna.net/ and view the Great Career Resources state links.

Comprehensive Career Planning and its Role in the Competitive Global Economy

doubt due to the recognition that each state has the primary responsibility of assessing success. As in the *Guideposts for Success*, developed by the NCWD/Y, these standards focus on what the consumer needs to acquire in each domain. Each standard expresses an indispensable skill or understanding that the student must obtain and the individual tasks involved in acquiring that skill or understanding. These standards are in Figure 2. In keeping with the approach used in the development of the *Guideposts for Success*, and to address one of the key purposes for the development of this paper, a set of suggested supplementary standards have been inserted at the end of the ASCA standards addressing the additional needs of youth with disabilities.

Figure 2
ASCA Career Development Standards

	ACADEMIC DEVELOPMENT	CAREER DEVELOPMENT	PERSONAL/SOCIAL DEVELOPMENT
Standard A	Students will acquire the attitudes, knowledge and skills that contribute to effective learning in school and across the life span.	Students will acquire the skills to investigate the world of work in relation to knowledge of self and to make informed career decisions.	Students will acquire the knowledge, attitudes and interpersonal skills to help them understand and respect self and others.
Standard B	Students will complete school with the academic preparation essential to choose from a wide range of substantial post-secondary options, including college.	Students will employ strategies to achieve future career goals with success and satisfaction.	Students will make decisions, set goals and take necessary action to achieve goals.
Standard C	Students will understand the relationship of academics to the world of work and to life at home and in the community.	Students will understand the relationship between personal qualities, education, training and the world of work.	Students will understand safety and survival skills.

Comprehensive Career Planning and its Role in the Competitive Global Economy

	ACADEMIC DEVELOPMENT	CAREER DEVELOPMENT	PERSONAL/SOCIAL DEVELOPMENT
Disability Specific Additions to Standards	Students and counselors will regularly review IEPs, and will be able to clearly define access and accommodation needs and other academic issues, such as financial aid options.	Students will develop a practical understanding of work-site accommodations and income requirements.	Students will acquire independent living skills by utilizing their interests, community and family support, healthcare and transportation needs, and living skills, and will be encouraged to participate in leisure opportunities and volunteer services.

Source: ASCA National Standards for Students, 2004.

The ASCA standards shift the focus of school-based counseling from a traditional model, where school counselors provide services, to a program model that focuses on what students will acquire as a result of their participation in a school guidance program. This programmatic approach helps school counselors continuously: 1) assess students' needs; 2) identify the barriers and obstacles that may be hindering students' success; and 3) advocate for efforts to eliminate these barriers. All of the above standards are applicable from elementary to secondary school students. The disability specific standards center on the student's IEP, which, if properly designed, will promote successful transitions through the high school years.²³

B) National Model for a School Counseling Program

In order to assist youth in the attainment of the competencies, the ASCA has developed a framework with four components that are being used by states, districts, and schools to review and upgrade K-12 school-based guidance programs.

1. Foundation: This addresses the "what" of the program. It includes the need for organizations to: be clear about beliefs and philosophy described in a set of principles; have a mission statement; and organize the programs to support the three domains in the content standards for students described above in Figure 2.

²³ American School Counselors Association. Retrieved February 12, 2008, from www.schoolcounselor.org.

Comprehensive Career Planning and its Role in the Competitive Global Economy

2. **Delivery System:** This addresses the “how” of the program. It includes guidance curriculum, individual student planning, responsive services, and systems support.
3. **Management Systems:** This addresses the “when” (calendar and plan); the “why” (use of data); and “on what authority” (management agreements and advisory council).
4. **Accountability:** This addresses the question of how students are different as a result of the program. It includes result reports; school counselor performance standards; and program audits.

The National Model also includes four embedded themes: 1) leadership; 2) advocacy for students’ educational needs; 3) collaboration and teaming with multiple stakeholders; and 4) systemic change to ensure policies and procedures are appropriate. Multiple stakeholders have to be involved. Counselors are educators—with a set of special tasks—that work with their fellow educators to develop comprehensive programs. States are using the National Model to restructure the guidance programs throughout the education system.

The recent launch of the National Model in 2003 was based on the recognition that the profession of school counseling was suffering from the lack of consistent identity. While there have been exemplar career development and guidance counseling programs, all too often they have not been institutionalized. The range and scale of coverage—all levels of the K-12 system and all students—were not achievable. The National Model built upon such examples with the voluntary efforts of many professionals within the field. It is too soon to build a solid body of evidenced based research showing that the National Model generates valued-added strategies to improve the K-12 education system in the United States. The acquisition of such research will be addressed in the Recommendations section of this paper. Meanwhile, there are examples of promising practices that are emerging throughout the nation.

The examples will follow the four categories of the National Model. As noted earlier, the National Model is being used by states as well as local districts. Thus the importance and constitutional responsibility falls on the states to: 1) establish the

Comprehensive Career Planning and its Role in the Competitive Global Economy

education governance and financing system; 2) provide state standards on services and content of curriculum; 3) establish professional standards of providers; and 4) establish through legislation and regulations the decisions regarding which institutions are allowed to award education credentials, such as credits and diplomas.

1) **Building the Foundations**

Many experts agree that the state government is the most appropriate agency to direct individual state counseling programs based on the larger goal of improving the career development opportunities of its citizens. Ultimately, the state government must consider how a K-12 career guidance program can contribute to the career development of its citizens that enhances the economic vitality of the state. This requires the state to consult with a wide array of stakeholders to establish the framework that addresses this concern. The state needs to develop definitions, a rationale, and spell out the assumptions upon which they will build or refine their school counseling system. An example of work done in Georgia is provided below to demonstrate how this can be accomplished.

The state of Georgia began its work by undertaking an analysis of the conditions of guidance and counseling in the state. The findings from this work provided the rationale for establishing a corrective action plan and informed the development of assumptions for altering practice. Furthermore, it established the criteria for designing the new program components. Georgia, using the ASCA framework as its roadmap, identified several conditions that are described in the box below.

GEORGIA
Developing the Rationale

Rationale: Viewing guidance and counseling from a statewide perspective, several challenges emerged that reflected a need to refocus the energy of guidance and counseling efforts.

1. There is a strong misconception about the role of guidance and counseling. Communication of the added value of guidance to the entire community must improve.
2. The ability to work with the whole spectrum of integrated student services. The development of a program with specific content, goals, and prevention

Comprehensive Career Planning and its Role in the Competitive Global Economy

steps—that is, not merely reactive or punitive—is needed to reach the identified needs of all students.

3. Results accountability. To emphasize individual development, guidance personnel should create and implement a process to demonstrate that the guidance and counseling program does affect growth and development, and results in life-long learning.

4. Asset building. Counselors should address and build upon internal assets—commitment, motivation, values, and skills—in a positive and proactive manner to lay the foundation for the self-efficacy youth need to make productive choices throughout their lives.

Georgia is featured on the ACRNA website as a State Career Development Model (Available at:

<http://www.acrna.net/i4a/pages/index.cfm?pageid=3319>)

. Additional models from other states are also available here.

ASCA's technical assistance materials, as used in Georgia, encourage states to develop crosswalks between their school-based student standards, the NCDG (discussed earlier) and state academic standards for the purpose providing tools to assist districts and schools.

2) **Delivery System:**

The components include:

- a. Guidance curriculum,
- b. Individual student planning,
- c. Responsive service, and
- d. Systems support (i.e. staff development, research and curriculum development, and support to other programs in the school).

The standards from the NCDA and ASCA encourage policies and services that begin at elementary school and continue with the student. The research suggests that in quality programs activities will pick up the pace and become more focused on career choices starting in middle school forward.

Comprehensive Career Planning and its Role in the Competitive Global Economy

a) Guidance curriculum

Specific courses focused on career related issues are often used in schools and have the advantage of being more extensive than most other interventions. In addition, these courses can be approached in a developmental fashion. National curriculum resources are increasingly tapped with wide access to career focused materials. As an illustration, a major resource developed under the auspices of NOICC is the Real Game Series, a tool that helps students understand the connection between what they learn in school and their future success in the workplace. Originally developed in Canada, it quickly evolved to include international partnerships in France, Germany, Australia, and other world nations. Using the format of an interactive game, a classroom or group of individuals regularly convene in sessions where they “act out” real life activities, such as finding a job or moving to a new town. The series offers six programs for elementary aged children to adults.²⁴ In addition to programs like the Real Game series, states increasingly provide curriculum support to ensure crosswalks with state academic and career education standards. (See the National Guidance Resources under Section IX E to access this promising practice curriculum).

The University of Massachusetts Amherst’s Center for School Counseling Outcome Research (CSCOR), in their review of the evaluation literature for each of the core components of the National Model, also identified promising practices in each area. However, CSCOR noted that much more needs to be done in research and outcome centered evaluations.²⁵

The National Model recommends that attention be given in the elementary, middle, and high school levels of the K-12 education system. For instance, there is substantial evidence that elementary students are clearly capable of learning about career options and begin to make discriminating choices, thus denouncing society’s oft-held belief that successful childhood development requires a separation from the concepts of

²⁴ The Real Game Series USA, <http://www.realgame.org>.

²⁵ McGannon W, Carey J, Dimmitt, C, (2005). The Current Status Counseling Outcome Research, Research Monograph, Number 2, University of Massachusetts–Amherst, May, 2005.

Comprehensive Career Planning and its Role in the Competitive Global Economy

work, labor, and other responsibilities and concerns that arise later in life.²⁶ However, according to Porfeli, Hartung, and Vondracek (2008):

Identifying those person-in-situation influences that significantly enhance or impede vocational exploration and development will help career counselors understand how a playful, fantasy-oriented child becomes a goal-directed adolescent who endeavors to remain in school, explore the world of work, define an occupational calling, develop a sense of vocational self, and secure a career that satisfies and is congruent with contextual opportunities and pressures such as parental desires and community expectations.²⁷

These researchers have conducted a review of research literature to support their assertion that vocational guidance may be effectively provided to elementary school youth. At this young age, students exhibit curiosity, interest, and imagination, and partake in role-playing games. All of these characteristics contribute to a youth expressing interest in career exploration and aspirations. Additionally, promoting career guidance at this age among these youth may serve to increase their sociability.

These findings are supported by research by Sink and Stroh (2003) and summarized by CSCOR (2004). This research shows that students who attended an elementary school for at least three years and had embraced a comprehensive school guidance program had higher test scores and improved their interpersonal skills.²⁸

At the middle school level the evidence-based research remains cloudy, though that may be due to the few available samples of well-designed research. The only well-executed research uncovered in our review took place in 2004 and involved less than 100 students—specifically at risk youth—and interviews with eight teachers. All of the study participants were separated into control or experimental groups. The experimental group participated in *Career Targets*, a tool that aligns possible career choices with high school academic planning. For the youth in the experimental group the intervention showed increases in career maturity, self-esteem, and academic achievement but without

²⁶ Hartung, Paul J., Porfeli, Erik J., Vondracek, Fred W. “Child vocational development: A review and reconsideration.” *Journal of Vocational Behavior*. 2005, Vol. 66, pp. 385-419. 386.

²⁷ Porfeli, Erik J., Hartung, Paul J., Vondracek, Fred W. “Children’s Vocational Development: A Research Rationale.” *The Career Development Quarterly*. September 2008; Volume 57. pp.25-37. 32.

²⁸ Center for School Counseling Outcome Research. (2004). “What are the Effects of Comprehensive Developmental Guidance Programs on Early Elementary Students’ Academic Achievement?” School Counseling Research Brief 2.2, University of MA, Amherst.

Comprehensive Career Planning and its Role in the Competitive Global Economy

statistical significance as compared to the control group.²⁹ Though interviews with the teachers revealed their support for interventions such as *Career Targets*, considerably more evidence-based research is necessary to convey the positive effects of career guidance programs.

At the high school level, one of the major recommendations emerging from the reform literature is to value intensive interventions at the beginning of the high school years, such as 9th grade academies.³⁰ An example of an intensive career guidance intervention at the 9th grade level, the Freshman Transition Program, is recognized as a promising practice and promoted by the National Association of Secondary School Principals. The Freshman Transition Program was developed by Dr. Rebecca Dedmond, of George Washington University. In a 2005 article for *Principal Leadership* she notes three primary challenges to the successful transition of high school students into productive post-school outcomes, including employment or further education. First, she notes that while the effort is present, many initiatives fail because clear course guidelines are not articulated beforehand. Second, most instructors are limited because they have not been provided with sufficient curriculum content to change student attitudes concerning education. Lastly, and perhaps most pressing, despite many beliefs that successful transition planning commences during freshman year, many high school freshmen are taught by the least experienced teachers in the school.³¹

To address the problems of a successful transition initiative within schools, Dedmond articulates the aspects of a successful freshmen transition initiative and outlines a system suitable for all schools. To begin, a school must secure the following: a 10-year education and career plan for its students; a curriculum that meets standards she describes; well-qualified teachers; a school-wide implementation initiative; and leadership continuity.

²⁹ Legum, H. & Hoare, C. (2004) Impact of a career intervention on at-risk middle school students' career maturity, levels, academic achievement, and self-esteem. *Professional School Counseling*, 8(2), 148-155. Available as a research brief: What Effect Does a Career Intervention Have on At-Risk Middle School Students' Career Maturity Levels, Self-Esteem, and Academic Achievement? Center for School Counseling Outcome Research. University of Massachusetts-Amherst, Amherst MA, 2006.

³⁰ The National High School Center has produced a series of Information Briefs that are available online at www.betterhighschools.org

³¹ Dedmond, Rebecca M. (2005). "A Personalized Plan for Life." *Principal Leadership*. National Association of Secondary School Principals. November 2005. p. 17.

Comprehensive Career Planning and its Role in the Competitive Global Economy

Current four or five year plans largely emphasize attending a four-year college or university as the ultimate postsecondary goal, making it especially difficult for students who are not college bound to envision their future career options. A 10-year plan forces students to think and plan ahead in order to transition into a dynamic adult role and achieve pre-set, long-term goals. An appropriate, standards-meeting curriculum will convey the necessary skills and knowledge to create long-term plans. In designing the curriculum itself, the school can structure it as a stand-alone course required by all freshmen, or integrate it into an existing academic course or courses. Regardless, the instructors should integrate academics and social skills with long-term career planning, and the curriculum should be regarded as a necessary academic course, like math or English. The standards that should be addressed by the curriculum, as identified by Dedmond, are in Appendix D.

Dedmond posits that to ensure the success of freshmen transition planning efforts, students must have the opportunity to view and reassess their 10-year plans each academic year. Furthermore, the teachers themselves must be able to access their students' plans. Continuity of leadership when a school first adopts the standards also helps the school to make a smooth transition into this program. The Freshman Transition Initiative Program operates nationally and conducts numerous professional development events, including conferences, workshops, and Leadership Institutes. Much of the dissemination of the Initiative targets school principals. The initiative describes its work in detail on its website (www.freshmantransition.org).

b) Individual Student Planning

For individuals and professionals in school and non-school based workforce development programs, the federal government provides a rich resource of web-based tools. The federal government directly offers several web-based information services that cater toward any individual seeking career information. For example, the BLS offers a comprehensive list of all careers and occupations in the U.S., including average salary, anticipated job growth, and requisite education or skills. Career Voyages (www.careervoyages.gov) is a joint effort between the U.S. Department of Labor and the U.S. Department of Education that focuses on the emerging and high-growth occupations

Comprehensive Career Planning and its Role in the Competitive Global Economy

of the future, in addition to exploring postsecondary education options related to these occupations.

For a number of years the federal government also supported the research and development of vocational interest and aptitude assessments, most of which are now web-based. These tools have the distinct advantage of being able to reach a large number of people at a minimal cost while being available 24/7. They can also be targeted to the developmental levels of different age groups. An example of one such assessment is based on J. L. Holland's work launched in the 1950's, which is still being refined. His work has been highly influential within the career guidance field. He conceptualized a map of six personality types (realistic, investigative, artistic, social, enterprising, and conventional) to assess a person's interests and developed a world of work map with six environmental clusters (technical, science and technology, arts, social services, administration and sales, and business operations). The purpose is to match the person's personality type with what they learn about the various environments. DISCOVER is the primary assessment tool that ACT sponsors, and it uses the two maps. ACT has developed materials appropriate for middle schools through post-secondary and adulthood.

While software programs and web-based tools are essential on their own, they are not sufficient within a comprehensive career guidance system. Hughes and Karp, in their 2004 synthesis of guidance research, found several studies that examined the effectiveness of various computer assisted career intervention methods. (Each of the following points quotes Hughes and Karp's summary of a study specific to the particular program and/or strategies). The studies' findings included the following as compared with a control group:

- Use of the CHOICES program [Computerized Heuristic Occupational Information and Career Exploration System] did increase the career decision-making commitment of university students, as measured by two scales.
- Middle-school students who worked with DISCOVER for one hour a day over a two-week period showed significant gains in career maturity, as measured by the Career Maturity Inventory's Attitude Scale.
- College student volunteers who used the DISCOVER program showed increases in their levels of career self-efficacy, and levels of career decidedness.

Comprehensive Career Planning and its Role in the Competitive Global Economy

- [Following an examination of] several measures of career development for college students who a) used computer-assisted career guidance in conjunction with a for-credit career course, b) enrolled in the course without computer-assisted guidance, c) used the computer program while enrolled in an academic course, or d) had no career guidance intervention: The researchers found:
 - The treatment conditions resulted in higher scores on most measures, but combining computer-based guidance with a career course did not result in higher scores than the career course alone; and
 - On one measure, computer-assisted guidance alone did not produce an effect significantly different from the control condition.³²

Many states are giving more attention to Individual Learning Plans (ILPs) as part of their high school reform initiatives. According to a recent Education Commission of the States' (ECS) study of high school graduation requirements, 20 states are using or developing standard ILPs with a variety of approaches. Some state policies are simple (e.g., requiring only a half-credit course in transition planning), while others require that planning begin in middle school. Some require the ILPs to cover one year beyond high school while other states require the ILP to include a series of courses with a specific career focus. In most states, the guidance staff plays a key role in the development and oversight of the ILPs.

STUDENT PLANNING AND DISABILITY

Transition activities improve students' self-determination skills by basing educational decisions on their goals, visions, and interests. These categories also allow the student to provide input in the creation of an Individual Education Plan (IEP). Paula D. Kohler and Sharon Field identify three strategies for increasing participation of students with disabilities in transition planning: the Self Directed IEP Model, The Self-Advocacy Strategy, and the "Take Charge for the Future" intervention model, which involves student coaching and peer mentorship. Their work is summarized in Appendix D.

An initiative was launched in 2002 when Kentucky became the first state to mandate an ILP for all students. Beginning in the sixth grade, the ILP sets learning goals

³² Hughes and Karp

Comprehensive Career Planning and its Role in the Competitive Global Economy

for each student based on his or her academic and career interests. It also identifies required academic courses, electives, and extracurricular opportunities aligned to the student's postsecondary goals. Each school must maintain every student's ILP by annually reviewing it with the student, parents, and school officials. As of the 2006-2007 school year, middle and high school students in Kentucky have an online education planning tool at their disposal. The web-enabled ILP helps secondary students (grades 6-12) focus their coursework on individual goals as they prepare for postsecondary schooling and careers. The web-enabled ILP has many features and resources that engage students on a variety of levels, including:

- Exploring careers beginning in the 6th grade;
- Finding careers that match their skills and interests;
- Creating education plans;
- Establishing personal goals and revisiting these as they progress through school;
- Creating, maintaining, and changing résumés;
- Tracking and reflecting on their community services experiences, work experiences, career-planning activities, and extracurricular activities;
- Exploring colleges and postsecondary opportunities that match their career, postsecondary, and life goals;
- Connecting to the www.GoHigherKY.org web site for help with college planning, tuition assistance information, and applications; and
- Collecting personal information like assessment results, advising activities, demographic information, and educational history.

c) Responsive Services

Counseling professionals agree that students require access to responsive services that assist them in addressing immediate issues and concerns affecting their personal, social, academic, and career development. Responsive services include individual and small-group counseling, crisis counseling, and referral to other agencies or professional resources to provide support in schools. These entities also develop disciplinary policies and services. A key role under this category is for schools and counselors to have policies and procedures in place that effectively support parents as they help their children address the immediate issues that impede a youth's opportunities to learn. Additionally, agreements with external social and mental health organizations are

Comprehensive Career Planning and its Role in the Competitive Global Economy

essential. However, it can be difficult to make viable referrals due to the substantive lack of resources on the part of mental health programs in particular.³³

d) System Support

CSCOR notes that:

Many counseling programs are still operating under a student services model. The focus of counselors' work is related to career planning and placement, problem solving, and class scheduling. Under this model, counselors are spending the majority of their time providing services to a small number of students who have the greatest needs. They are providing individual counseling services to the most needy students and are reacting to crisis situations as they arise. Functioning within this framework, school counselors are not able to provide proactive services or address the needs of the larger body of students.³⁴

This research finding highlights a core challenge that requires remedy. ASCA recommends that states and local school districts consider balancing school counselors' time between the components relating to direct services: guidance curriculum, individual planning, and responsive services. These three components should receive a combined 80 percent of the service provider's attention, with 20 percent devoted to system support. Figure 3 indicates the recommended percentage of a counselor's time should be devoted to each component at the elementary, middle, and high school levels. However, as will be discussed in the next section, the distribution of time varies substantially from these parameters.

Figure 3
Distribution of Service Efforts According to Grade Level

	ELEMENTARY	MIDDLE SCHOOL	HIGH SCHOOL
<i>Guidance Curriculum</i>	35-45%	25-35%	15-25%
<i>Individual Planning</i>	5-10	15-25	25-35
<i>Responsive Services</i>	30-40	30-40	25-35
<i>System Support</i>	10-15	10-15	15-20

3) Resources – Human, Financial, and Political

The success of a career guidance program is dependent upon the system supports from human, financial, and political sources, described in this section.

³³ NCWD/Youth has completed two studies identifying the challenges facing youth with mental health disabilities: "Transitioning Youth with Mental Health Needs to Meaningful Employment and Independent Living" and "Tunnel and Cliffs." These publications may be accessed through the www.ncwd-youth.info website under Resources and Publications

³⁴ McGannon p. 7.

Comprehensive Career Planning and its Role in the Competitive Global Economy

a) Human Resources

The National Model tackles the need for a paradigm shift on the part of career guidance programs by providing advice to the field about how to organize their time and focus. We will discuss an example of how one state, Utah, has successfully used the National Model to address the recommendations of distribution of services. Utah has had a long history of focusing on career guidance services, and has used its counselor to student ratio as a cornerstone.

Beginning in the 1980's there was a recognition that counseling and guidance programs in secondary schools were not keeping pace with a growing student population. In concert with local vocational leaders, professionals responsible for counseling services took a number of steps to restructure the service provided. The first step was to establish counseling as a full-fledged educational program. A substantial commitment of federal, state, and local vocational education funds (10%) was made to launch the development of a new education program—school counseling. A quarter of a century later the program has near universal adoption, including in charter schools. The state was an early adopter of the ASCA National Model and it provides the current framework for the program. To illustrate Utah's success, the ASCA's recommendation that counselors should spend 80% of their time working with students has been achieved.

The counselor-to-student ratio is a cornerstone of the Utah effort. In 2007, the state legislature formally suggested the ratio be 1:350 students or lower and this has been endorsed by the State Board of Education in 2008. State incentive funds are available for schools which enroll students in grades 7-12.

The effort was launched first through pilot programs that included a requirement that school staff participate in a staged training program over a three-year period. Participants in the training include counselors, administrators, support staff, and career center staff. New individuals added to the staff also receive training.

The state identifies one of its most effective features to be the Student Education Plan (SEP), which had been used among all secondary school students since 1972, and the Student Education Occupation Plan (SEOP). Today the two plans center on helping students develop a coordinated sequence of steps to help students: a) explore possibilities;

Comprehensive Career Planning and its Role in the Competitive Global Economy

b) expand opportunities; c) plan for education and career goals; d) access personalized solutions to improve learning; and e) make connections between work in school, postsecondary training, and the world of work.

The results of the program are data driven. The program has been evaluated twice (in 1998 and 2006) and schools are required to participate in a peer review evaluation based on the state standards. Specific data must be submitted to the state. The two key results of the evaluations reveal that students in higher implementing schools take more high-level math, language arts and science classes, and students in higher implementing schools score better in every area of the ACT assessment test. The positive outcomes demonstrated suggest that the counselor to student ratio is a strong indicator for ensuring high quality programs.³⁵

The federal government has directly addressed how counselors allocate their time and resources at the high school level. Hughes and Karp cite the following: The report of the recent National Center for Education Statistics (NCES) survey (Parsad et al., 2003), *High School Guidance Counseling*, that analyzes guidance programs in a representative sample of public high schools provides a snapshot of how counselors use their time as discussed above. Almost half of the respondents noted that helping students with their high school academic achievement was the most important goal of their guidance program, compared with just over one-third of schools responding in 1984. In the 2002 survey, only eight percent of schools said that their most emphasized guidance goal was helping students plan and prepare for their work roles after high school.

In addition, when asked about the activities that take up more than 20 percent of guidance staff's time, the most-often cited activity (with almost half of the schools naming this activity) was assisting students in their choice and scheduling of high school courses. The second-most-commonly cited activity was postsecondary admissions and selections, and one-third of the schools said that dealing with student attendance and discipline took up more than 20 percent of their guidance staff's time. Knauth and Makris (2000) argue that the distribution of counselors' time contributes to the creation of "an index of the opportunities those schools give their students to learn about the steps they need to take to move from high school into college or the workplace (p. 169).

³⁵ Source: Utah Model for Comprehensive Counseling and Guidance Programs: K-12 retrieved Nov19 2008; <http://schools.utah.gov/cte/document/guidance>.

Comprehensive Career Planning and its Role in the Competitive Global Economy

While it appears that high school counselors are not spending much time directly engaged in assisting students with career planning, the NCES survey (Parsad et al., 2003) shows that guidance programs are generally equipped with tools students can use on their own. The vast majority of schools stock computerized and non-computerized career information sources and college catalogues, as well as conduct testing for career planning.

As counselors have taken on roles other than career counselor, additional school staff are expected to participate in students' career development. In the NCES survey, the majority of schools reported having a "team approach to career development," and this approach was the most commonly cited among a list of program features as having a positive effect on the school's ability to deliver guidance services. For example, counselors may involve parents in the guidance program, or work with teachers to embed guidance activities into the academic curriculum.³⁶

How staff account for time is important and more information is needed to help guide strategies that inform the role of counselors including how time is managed in a program. The index of opportunities noted in the NCES study can be used to improve such an analysis. The example in the box below demonstrates how the ASCA framework fostered change in a middle school.

Don't Prioritize Your Schedule, Schedule Your Priorities

The Washington Technology Magnet School in St. Paul, MN endured many students that interrupted learning with defiance, disruptiveness and violence. The students of this school are 46% Hmong, 33% African American or African immigrants, 8% Hispanic, 6% white, 5% other, and 2% American Indian, and 94% receive free or reduced lunch. In 2004 the school began the implementation of the ASCA framework.

Results: In one year in-house suspensions were down 59%. Standardized test scores rose 16% in reading and 17% in math. In three years behavior referrals were down 85%. Attendance increased from 91% to 95%. Students failed 36% fewer classes. A Hmong Boys Truancy group's attendance rate rose from 43% to 92%. A group of students involved in weekly sessions with a counselor individually or in small groups saw 75% of students raise their grades, 85% have fewer behavior referrals, and 92% have less truancy.

The counselors played a key role in the turnaround. The principal saw the value of the counselors and increased the team to three. Counselors collaborated with other educators to develop action plans each year and continually refined them. Specific

³⁶ Hughes and Karp.

Comprehensive Career Planning and its Role in the Competitive Global Economy

numeric goals were set and exceeded, and 100% of students created an individual plan.

The use of time was critical and they used the suggested time allocations contained in the Model as the starting point, setting priorities based on the three student standards domains. Counselors generate daily and monthly reports to monitor how students progress with their grades and behavior indicators. Calendars were established for the year in concert with teachers to follow monthly themes and weekly topics.

Source: Bierma, J. in ASCA School Counselor magazine Nov-Dec 2007 Volume 445 Number 2.

Another human resource factor relates to the knowledge, skills, and abilities of the individuals serving in the positions of counselors. Pre-service education credentials are almost ubiquitous for jobs in the counseling field, particularly in formal education institutions. Yet the content of these programs varies widely, and according to the content experts that reviewed this paper a clear need exists to bring many “up to date.” These experts recognized that many of the degree programs offered in counseling lack insufficient courses or attention to career development and appropriate use of web-based information services to help students learn about career options in order for them to make informed decisions about how they can take control of their own career development plan. Other pre-service content issues deserve attention. As a part of the CSCOR review of research notes, further information is needed to determine if counselors are receiving sufficient preparation to assist youth with disabilities.³⁷ The same is likely true for other vulnerable cultural and social groups to ensure counselors employ appropriate approaches.

As important as pre-service education credentials are, additional credentialing has long been highly valued. Various professional societies sponsor certification programs pertaining to career guidance and counseling. Some of these programs focus on publicly supported programs while others target private providers. There are also specialty areas, such as vocational rehabilitation counselors, workforce development career counselors that serve low income or displaced workers, and transition counselors who are dedicated to serving youth with disabilities as they prepare for adulthood.

³⁷ Milsom, A. S. The Role of School Counselors in Serving Students with Disabilities 'Students with disabilities: School counselor involvement and preparation. 2002. *Professional School Counseling*, 5(5), 331-338.

Comprehensive Career Planning and its Role in the Competitive Global Economy

The NCDA provides the most comprehensive set of standards for the core knowledge needed by career development counselors that is a companion to NCDA's comprehensive framework. Within its standards for professionals, the NCDA addresses 11 competency areas, described in Figure 4, which trained career guidance counselors should seek to comply with. NCDA's certification program is presented as an example because their membership spans a wide range of institutional representatives and specialists. Again, for the purposes of this paper, we have identified additional competencies that focus on working with students with disabilities that reference the Health Resource Center at The George Washington University's Guidance and Career Counselor's Toolkit. These competencies appear at the bottom of Figure 4.

Figure 4
Competencies for Career Guidance Specialists

COMPETENCY	SUMMARY OF PERFORMANCE INDICATORS
Career Development Theory For professionals engaging in career counseling and development	Knowledge of: the theories, models and techniques of counseling and career development; individual differences; information, techniques, and models related to career planning and placement.
Individual and Group Counseling Skills For effective career counseling	Establishing and maintaining productive personal relationships with individuals and groups, and identifying clients' career decision-making processes, attitudes, or biases.
Individual/Group Assessment For professionals engaging in career counseling	Assessing personal characteristics, interests, self-perceptions, and environment. Administering, scoring and reporting findings from career assessment instruments.
Information/Resources	Demonstration of knowledge of education, training and employment trends, and labor market information, and delivery systems.
Program Promotion, Management, and Implementation For managing comprehensive career development programs in a variety of settings	Knowledge of: needs assessment techniques, organizational theories, methods of forecasting/budgeting/policy analysis, leadership theories, professional standards and criteria. Ability to: Implement programs, train others, manage a career resource center, evaluate staff competencies, and market.
Coaching, Consultation, and Performance Improvement For relating to individuals and organizations that impact the career development process	Knowledge of, and ability to use, consultation theories strategies, and models; Ability to coordinate the general public and legislators to understand the importance of career counseling and impact public policy.
Diverse Populations	Knowledge of multicultural counseling competencies and the developmental needs unique to various populations; ability to design and deliver appropriate programs for diverse populations.

Comprehensive Career Planning and its Role in the Competitive Global Economy

COMPETENCY	SUMMARY OF PERFORMANCE INDICATORS
Supervision For critically evaluating the performance of career development professionals	Ability to recognize one's own limitations as a career counselor and to refer clients as appropriate; ability to provide effective supervision to career development facilitators.
Ethical/Legal Issues	Adherence to the ethical codes and standards relevant to the profession of career counseling. Knowledge of current ethical/legal issues with regard to career counseling and client confidentiality.
Research/Evaluation	Ability to write a research proposal, conduct research, convey findings, design evaluation programs, and apply appropriate statistical procedures to research.
Technology The use of technology to assist individuals with career planning	Knowledge of, and ability to use, the various computer based guidance and information systems, the internet, standards by which such systems are evaluated, and methods to evaluate and select a system to meet local needs.

Source: "Career Counseling Competencies" National Career Development Association, Revised version, 1997.

Disability Specific Resources

The HEATH Resource Center of the George Washington University developed a comprehensive toolkit for counselors to assist youth with disabilities. Figure 5 indicates specific competencies that youth with disabilities should be able to attain under the guidance of well-prepared counselors.

Figure 5
Specific Competencies for Youth with Disabilities

COMPETENCY	INDICATORS
Conveying Self-Determination Including instruction in knowledge, skills, and attitudes and providing opportunities that encourage self-determination and self-advocacy.	Manifestation of self-knowledge, an increased ability to make choices, take control, believe in oneself, and take action to reach one's goals. An understanding of disability laws (such as IDEA and the rehabilitation Act) and IEPs, and how they pertain to the student.
Inclusion of the Student and Family in all aspects of Transition Planning Student-centered conversations involving all key stakeholders.	Student is empowered to lead his or her own meetings and is confident self-advocating throughout high school. Student is actively engaged in his or her transition planning from high school to postsecondary education to employment, and has an increased sense of self-satisfaction.
Screening the Student	The counselor conducts an interview with the student to identify dreams and goals, and the student completes an interest inventory or aptitude test, such as those recommended by the NCDA.

Comprehensive Career Planning and its Role in the Competitive Global Economy

COMPETENCY	INDICATORS
Conducting an Exploratory Career Assessment	The student, working with the counselor, performs career information searches; informational interviews with professionals from particular careers; temperament surveys; additional aptitude or interest assessments from the Screening phase; and identifies career or transition needs, and potential barriers.
Directing the Student to Perform a Comprehensive Career Assessment	The student completes an evaluation that uses real or simulated work experience. This may be done with a trained vocational assessment specialist employed by the school system, or through the vocational rehabilitation system or local transition services. Preferably, the specialist will be Certified in Vocational Evaluation.
Identify Student's Strengths and Needs	Barriers to meeting a student's needs have been identified and resolved, and the team has individually addressed each need with creativity, innovation, and willingness to seek new resources.
Be Organized, Well Informed, and Goal-Oriented in Addressing Needs, Issues, and Concerns of Students with Disabilities	Knowledge and awareness of current trends and best practices in transition and facilitating the planning team in identifying postsecondary options consistent with student needs, preferences, and interests.
Identify Necessary Transition Services for Each Student	Ability to outline the specific steps necessary to ensure each individual student's transition success, to develop the necessary strategies and tools, and awareness of the resources and requirements of their school district.
Maintenance of a Current Resource File to Assist Students with Disabilities	The file contains names and accurate descriptions of common disabilities, contact information of disability specific associations and organizations, and access to appropriate publications, such as reference guides and textbooks.

Source: Guidance and Career Counselor's Toolkit by the Heath Resource Center at George Washington University National Clearinghouse on Postsecondary Education for Individuals with Disabilities.

The subsequent section addresses specific examples of program strategies that echo the indicators shown above.

Soresi, Nota, Ferrari, and Solberg (2008), mentioned earlier in this piece for their specific work concerning self-determination and individuals with disabilities, offer a disability perspective for school-based assessments. Their review of career-based research identified the integral elements of a career guidance program as providing written exercises, individualized interpretations and feedback, world of work information, and modeling experiences, as well as building support networks.³⁸ The assessment instruments used in such a program should combine normative and criterion assessment

³⁸ Soresi, Nota, Ferrari, & Solberg p. 411.

Comprehensive Career Planning and its Role in the Competitive Global Economy

methods to allow comparison across broader populations while avoiding potentially penalizing those with disabilities when compared to the general population. Soresi and Nota (2007) constructed a “Portfolio for the Vocational Guidance of Persons with Disabilities” (“Portfolio per l’assessment, il trattamento e l’integrazione delle disabilità”) as a guide, and it contains “self- and proxy-evaluation instruments to be used with persons with intellectual disabilities and allows both normative comparisons and criterion assessments.”³⁹

Additionally, Soresi, Nota, Ferrari, and Solberg echo the benefits of incorporating UDL in the classroom, which is called for within the IDEA legislation and the Higher Education Act. They posit that career guidance programs for youth with disabilities are more effective when including youth without disabilities because it strengthens social connections among peers while building an environment of “normality” about career development and the world of work. This method prevents youth with disabilities from having specific, or even limited, expectations of their capacity to enter the workforce. An inclusive environment was also found to instill a sense of involvement and motivated youth with disabilities to participate in career guidance activities.

Assessment and accommodation are two issues requiring particular attention when developing quality programs for youth with disabilities. Leconte (2006), a recognized expert in general and disability specific assessment and career guidance issues, has observed that career guidance and counseling services were precursors to transition assessment, though the concept runs the risk of being considered a testing event of compliance function of the IDEA legislation. She notes it is crucial that high school students with disabilities receive educational assessment *and* transition assessment (this is desirable for all youth based on the NCDA criteria). Leconte asserts that insufficient attention has been given by educators to combining educational assessments with their focus on a student’s academic needs with transition assessment designed to target a student’s assets. She goes on to observe that all professionals would be well-served if there were agreement on common terminology to reduce the observable disjointedness that exists. Examples of the broad terms in use are “appropriate measurable

³⁹ Soresi, Nota, Ferrari, & Solberg p. 412.

Comprehensive Career Planning and its Role in the Competitive Global Economy

postsecondary goals” and “age-appropriate transition assessments.” These are terms used by policymakers but lack the specificity needed by implementers. This is an important area that will be discussed in the Recommendations section of this paper.

The second issue is accommodations in terms of services. Perhaps a promising practice is emerging from a funding advantage permitted through IDEA that allows funds to be used until the age of 21. Gaumer et al (2004) note, “an emerging approach to improving student outcomes is to differentiate secondary education according to the age of the student, with inclusive high school-based educational experiences offered during the typical high school years (ages 14-18), and a transition focused community-based program offered for students aged 18-21.”⁴⁰ Post-school programs are becoming a viable alternative to employment, continued education or no formally tracked outcomes whatsoever. Such community-based transition (CBT) programs support students with disabilities who have met the requirements for graduation—be it a diploma or an exit certificate—but have unmet transition needs and goals in their IEPs. These settings allow students to expand social relationships with age-appropriate peers, and engage in ongoing education experiences, recreation and leisure activities, and work experiences. Students in CBT programs are completely immersed in community activities and learn skills that directly impact their desired adult living outcomes. Programs are designed to be flexible and person-centered to meet each student’s transitional needs and goals. Because the services are provided in the community for students 18 or older, coordination with adult service agencies is an imperative component of a successful CBT program.

Gaumer et al. identified 117 CBT programs across the country that incorporate community-based instruction, work experience, and postsecondary education. CBT programs were found through state departments of education, university professors in the field, the Transition Research Institute at the University of Illinois, and similar institutions. The researchers distributed questionnaires, which were returned by representatives of 101 of the 117 programs that they were initially sent to.⁴¹ They

⁴⁰ Gaumer, Amy S.; Morningstar, Mary E.; Clark, Gary M. “Status of Community-Based Transition Programs: A National Database.” *Career Development for Exceptional Individuals*. 2004: 27; pp.131-149. Accessed through: <http://cde.sagepub.com/cgi/content/abstract/27/2/131>. p. 132.

⁴¹ Note that random assignment was not appropriate for this study because the CBT programs were often difficult to find. Thus, the exact number of CBT programs in existence in 2004 was difficult to ascertain.

Comprehensive Career Planning and its Role in the Competitive Global Economy

discovered these CBT programs in 29 states, with Minnesota and Maryland possessing the highest numbers. The CBT programs began to form during the 1970's, but over half of those identified for this study were formed sometime in the 1990's. Typically, programs shared similar goals: to help students become productive members of society or to become independent, and to assist young people in skill development. Most programs served students that were between 18 and 21 years of age, but a few extended services to those above or below that age range. Seventy-three percent of the programs followed the school year calendar, while the remainder operated year round. In terms of where CBT programs tended to be located, 48 percent were found at postsecondary schools, 16 percent at four year universities, 26 percent at community colleges, and six percent at vocational technical schools. The range of disabilities serviced varied by program, but nearly all were primarily funded by the local education agency.

Gaumer et al discuss that “the key defining feature of CBT programs [is] *their location outside of a public school building*”⁴²(emphasis added), thus reducing the participant's interaction with a school-like environment. Unfortunately, this also means that state department of education staff are often unaware of CBT programs in their states; in fact, only 5 out of 50 state coordinators contacted could identify a specific CBT program in their state. The problem is amplified because local data is poorly reported. Therefore, few guidelines exist for school districts interested in developing CBT programs. Only 23 percent of the programs surveyed in this work reported using a published curriculum, either the Life Centered Career Education Curriculum (LCCE, Brolin 1997) or the Syracuse Community-Referenced Curriculum Guide (developed by Ford et al. 1989). Programs tend to develop their own curriculum based on the individual needs of its students. The University of Maryland, however, has attempted to amend the lack of communication and networking surrounding curriculum through its online forum: www.education.umd.edu/oco.

One example of a secondary program that emphasizes exposure to the world of work as a core component is the High School/High Tech (HS/HT) program supported by ODEP. Although currently only youth with disabilities are eligible for this program, its

⁴² Ibid 140.

Comprehensive Career Planning and its Role in the Competitive Global Economy

core features are based on what research says *all* youth need to succeed in the labor force. HS/HT is rooted in the belief that high expectations for all youth will help them become engaged as they strive to meet those expectations. The program uses a personalized approach while explicitly connecting school-based learning with work-based and community learning opportunities.

The HS/HT program also promotes exposure to emerging high-growth careers in science, technology, engineering, and math-focused (STEM) careers. It is a year-round program that includes school-based, after-school, and summer activities. The curriculum incorporates youth development activities, academic support and exposure to the world of work, including work experience. All activities are built around the framework of five categories known as the *Guideposts for Success*. ODEP is still in the process of evaluating HS/HT, but the results to date are encouraging. According to a 2008 analysis of data from five states (FL, MD, MI, OK, and SC), of the 1,452 total HS/HT participants surveyed, 503 participated in some type of formal work-based experience outside of school, such as internships and full or part-time employment. Additionally, only 34 students who participated in HS/HT dropped out of school (out of the 688 students who chose to respond to this question on the survey). Of the more than 367 students participating in HS/HT who graduated from high school during the 2006-2007 school year, 238 went on to post-secondary education.

The disability literature is replete with evidence that it is important for youth to acquire self-determination (often referred to as self-efficacy) competencies to take hold of their own career and life plans including knowledge about their disability and what type of accommodations they will need in the workplace. ElHessen (2002) conducted a study to examine the relationship of career decision-making self-efficacy to one's adjustment to a disability, severity of disability, and career exploration behaviors among 128 postsecondary students with disabilities. The findings included a positive correlation between adjustment to a disability and career decision-making self-efficacy; students that scored high in the career decision-making self-efficacy measure engaged in more career exploration behaviors. Importantly, the perceived severity of a student's disability was a predictor of adjustment and self-efficacy, as students who perceived themselves as severely disabled had a lower career decision-making self-efficacy, and were less

Comprehensive Career Planning and its Role in the Competitive Global Economy

adjusted to their disability. ElHessen concludes her paper, stating that “the career decision-making self-efficacy scale along with adjustment to disability and severity disability questionnaires can be used as assessment tools to increase awareness and discussion between career counselor and clients.”⁴³

While these examples show that youth with disabilities can be well-served by career guidance, they also call for further research and professional development of career counselors and those charged with providing transition.

As the work in the field continues to move forward in support of engaging youth with disabilities in career guidance services there are two strategies that must be incorporated. The first is employing the core concepts of UDL, discussed above, and the second is learning how to frame services and assessments based on the *International Classification of Functioning, Disability and Health* (ICF) published by the World Health Organization (WHO). This classification system represents an important paradigm shift regarding individuals with disabilities. Previously, a disability has been considered a disease and most services were organized around a medical model. What has evolved is an ecological-behavioral model that conceptualizes disability as an interaction between the individual and the environment in which he or she lives.⁴⁴ The ICF draws upon the evolution of an ecological-behavioral model, as Soresi et al. have described. The full classification system is available online through a searchable database on the WHO website (www.who.int/classifications/icfbrowser/). Several researchers note this model has substantial implications for career guidance professionals because it confers a method for establishing individualized disability profiles. These implications will be discussed below in reference to the social cognitive theory.

b) Financial and Political Resources

State Resources

For reasons that extend beyond the scope of this paper, it is difficult to obtain concrete data concerning the availability of funding from state and local resources for

⁴³ ElHessen, Sue. “A New Paradigm to Career Counseling: Self-Efficacy and Career Choice among Students with Physical Disabilities in Postsecondary Education.” *U.S. Department of Education Office of Educational Research and Improvement*. 2002. p. 39.

⁴⁴ World Health Organization, “International Classification of Functioning, Disability and Health (ICF),” Accessed through: <http://www.who.int/classifications/icf/en/>.

Comprehensive Career Planning and its Role in the Competitive Global Economy

career development or, even more specifically, career counseling. However a few states are doing so, as shown by the Utah example discussed above. Another example is South Carolina, which has been increasing resources for career counseling. The state legislature has appropriated funds to hire and train a large number of career development facilitators to assist guidance counselors in working with students to create the state mandated Individual Graduation Plan (IGP) which is that state's term for the ILP. Students must develop an IGP each year, starting in the eighth grade. Each student schedules a one-on-one meeting with a guidance counselor or career specialist to develop his or her IGP. By the tenth grade, the students select a concentration for their studies that focuses on a career cluster curriculum available at their high school.⁴⁵

Federal Resources

Currently, there are four primary sources of federal funding that support portions of the career development and guidance infrastructure. Substantial portions of this support is for developing the data about what is happening in the economy on the demand and supply sides and translating this into useful and accessible information through the internet. This support sustains work focused on demand and supply issues, emerging and growth occupations, and career ladders with general wage facts and skill and education requirements for specific occupations. In other words, the federal government provides the foundational information from which career guidance and development services are built.

It is essential for all nationally available information to be useful to states, which in turn must refine the national data to apply to the state as a whole, in addition to regions within the state. To support this tailoring task the WIA legislation allows funds from two separate Titles to assist in the development and dissemination of state-based labor market information, as does the Perkins legislation. These include funds from WIA Title I that require local/regional Workforce Development Boards to work in concert with the state Employment Security Agency and other gubernatorial agents (normally the ones established through the NOICC/SOICC, discussed above). The second source is Title III that supports an array of Employment Service activities that have been the longest

⁴⁵ Source: National Collaborative on Workforce and Disabilities for Youth. Unpublished working paper.

Comprehensive Career Planning and its Role in the Competitive Global Economy

standing source for collecting state and local labor supply and demand. These allowable activities are in addition to the direct service funding for career development and counseling through the various WIA titles for those determined eligible for the services. However, it is not possible to determine the amount of funds allocated to career guidance services. Perkins legislation also specifically addresses career guidance services, as does NCLB. Figure 6 outlines each of the sources of federal funding for the general infrastructure support of career guidance and counseling services.

Figure 6
The Legislative Framework of the Federal Resources for Career Guidance

WIA Title I
Local Workforce Boards are authorized to assist the state designated labor market information agency (normally housed in the state Employment Service).
Local boards will assist the Governor in developing a statewide employment statistics system.
WIA Title III
Funds may be used for developing and providing occupational and labor market information (LMI); developing a management information system and compiling and analyzing reports.
Data is collected on employment and unemployment of national, State and local populations including self-employed, part-time and seasonal workers; current and projected employment opportunities and conditions of national, State and local populations; industrial distribution of occupations and skill trends by occupation and industry; incidence of and geographical location of permanent layoffs and plants closings; employment and earnings information; information on State and local employment opportunities; and statistics related to labor exchange dynamics.
The State agency must consult with state and local employers, participants, and local workforce boards about the labor market relevance of the data, and consult with state and local educational agencies about the provision of employment statistics in order to meet the needs of secondary and postsecondary school students.
Non-LMI activities can include funds to assist employers with specific recruitment needs.
Perkins (Sec 118)

Comprehensive Career Planning and its Role in the Competitive Global Economy

The Governor of the State along with the designated state education agency responsible CTE must jointly designate an entity in the State to: (1) provide support for a career guidance and academic counseling program designed to promote improved career and education decisionmaking by individuals (especially in areas of career information delivery and use); (2) to make available to students, parents, teachers, administrators, and counselors, and to improve accessibility with respect to, information and planning resources that relate educational preparation to career goals and expectations; (3) to equip teachers, administrators, and counselors with the knowledge and skills needed to assist students and parents with career exploration, educational opportunities, and education financing. (4) to assist appropriate State entities in tailoring career-related educational resources and training for use such entities; (5) to improve coordination and communication among administrators and planners of programs authorized by this Act and by section 15 of the Wagner-Peyser Act at the Federal, State, and local levels to ensure nonduplication of efforts and the appropriate use of shared information and data; and (6) to provide ongoing means for customers, such as students and parents, to provide comments and feedback on products and services and to update resources, as appropriate, to better meet customer requirements.

In addition funds can be used to support national activities. The Secretary of Education in consultation with appropriate Federal agencies is authorized to: (1) to provide assistance to an entity to enable the entity to provide technical assistance to the states and to disseminate information that promotes the replication of high quality practices including the development of products and services.

No Child Left Behind

The No Child Left Behind funds counseling grants that are managed by the Office of Safe and Drug-Free Schools. Funding is made available through a competitive grant process to local school districts. Since fiscal year 2000, the Elementary and Secondary School Counseling Program has provided resources to LEAs to develop promising and innovative approaches for initiating or expanding elementary school counseling programs. A key priority has been to close the gap between their student/mental health professional ratios and the student/mental health professional ratios recommended by the statute.

Source: NCWD/Youth 2007/08 Summary of Federal Laws

Unfortunately, these sources of federal funding are relatively modest. For example, Gillie and Isenhour (2005) noted that the total outlay for Perkins funding was less than \$10 million for 142 million workers and 60 million students in the K-16 system. This represents an annual investment of about five cents per person.⁴⁶ What's more, Congress did not appropriate funds for Section 118 activities for program year (PY) 2007-08. According to guidance information from OVAE, the states are not required to

⁴⁶ Gillie and Isenhour, p. 4.

Comprehensive Career Planning and its Role in the Competitive Global Economy

continue to support Section 118 activities with state funding. They are, however, expected to find ways to continue to support the functions, through certain required uses of funds “for activities pertaining to the use of occupational and employment information” under the new plan.⁴⁷ Additionally, a state has options for reallocating money from other sources to make up for the loss in federal funding. The funding for services through Titles I and III of WIA are still available, but state and local resources are strained.

Another example of marginal fiscal support is in the No Child Left Behind (NCLB) legislation. Section 5421(g)(1) of the Elementary and Secondary Education Act (ESEA) requires that if the amount of funds made available for NCLB equals or exceeds \$40 million, the Secretary shall award not less than \$40 million to enable local education agencies (LEAs) to establish or expand counseling programs in *elementary* schools. It was not until fiscal year (FY) 2008 that schools exceeded the \$40 million mark and secondary schools have at least become eligible to apply. Yet this eligibility may be of little value. Consider the following findings from the National Council on Disabilities (NCD) concerning just one population of youth with disabilities.

In 2008, the National Council on Disabilities (NCD) commissioned the American Youth Policy Forum (AYPF) to prepare a paper focused on the highly vulnerable group of youth that occupies the foster care system. This study, “Youth with Disabilities in the Foster Care System: Barriers to Success and Proposed Policy Solutions,” was conducted because youth with disabilities are substantially overrepresented within foster care. The NCD noted:

The Elementary and Secondary School Counseling Programs (ESSCP), which reside under Title V of NCLB, provide competitive grants to school districts to create and expand school counseling services that comprehensively include access to not only certified counselors, but also to psychologists, psychiatrists, and social workers. However, this program is extremely underfunded, with only 103 school districts receiving grants in 33 states and the District of Columbia; thus, the majority of school-aged youth are not being served by this important program. It is also worth noting that elementary schools have funding priority over secondary schools despite the myriad challenges high school students face. The U.S. Department of Education should increase ESSCP’s funding to support more youth, including more secondary school

⁴⁷ Troy R. Justesen.: NON-REGULATORY GUIDANCE MEMORANDUM to State Directors of Career and Technical Education. Posted on OVAE Website under Questions and Answers Regarding the Implementation of the Carl D. Perkins Career and Technical Education Act of 2006 – Version 2.0

Comprehensive Career Planning and its Role in the Competitive Global Economy

youth, and funding should be targeted to the highest-need school districts. Additionally, schools with counselors should consciously target their time, resources, and expertise to those students who are most in need, which includes youth with disabilities in foster care.⁴⁸

These fiscal realities reflect a need to find new methods of advocating for the value of career guidance systems and it may well be the next category within the ASCA framework.

4) Development, Management and Accountability

The ASCA framework recognizes the multiple phases that must be undertaken to plan, design, implement, evaluate, and continuously enhance and manage guidance programs. Such activities are occurring throughout the country, but it is clear that the accountability portion is a substantial challenge. While there are examples of career guidance programs that generate measurable results, the guidance field lacks a set of generally agreed upon metrics that can be efficiently used within the context of state managed and federally supported accountability systems that focus on outcomes and results.

The Education Trust (EdTrust), one of the major supporters of NCLB, sponsors the National Center for Transforming School Counseling. EdTrust has the reputation of being an “accountability watchdog” organization, and performs the following functions:

- Represents a collective voice for school counselors to close the achievement gap and raise the achievement levels of ALL students;
- Advocates for the transformation of counselor preparation programs;
- Assists state departments of education in aligning policies to integrate counselors into gap closing strategies to speed the pace of reform;
- Analyzes and disseminates research on effective school counseling practices;
- Produces publications, data tools, syllabi, and policy statements to promote and build the capacity of this national movement;
- Leads professional development workshops for practicing school counselors focused on the new vision and skills demanded in standards-based school systems; and

⁴⁸ National Council on Disabilities. *Youth with Disabilities in the Foster Care System: Barriers to Success and Proposed Policy Solutions*, Washington, D.C. 2008.

Comprehensive Career Planning and its Role in the Competitive Global Economy

- Convenes meetings and conferences to connect network partners.⁴⁹

According to Dr. Peggy Hines, (Source: Personal conversation), the Director of the National Center for Transforming School Counseling at the EdTrust, the Pennsylvania School Counselor's Association (PSCA) is poised to substantially increase funding for school counseling programs to measure the results of the state's guidance programs. Like South Carolina, discussed above, Pennsylvania has committed state funds to generate a focus on career education. Recent initiatives by the Governor Edward Rendell have led to standards for career education and work that are equal to those for English, math, and other academic subjects. Individual Career Plans (ICP) must be in place for each student by the eighth grade, and transition planning for those students involved in the special education program must begin in the ninth grade. Each district also must include career standards in its district plan, which must then be reviewed by the state Department of Education. The Career Education and Work (CEW) Standards toolkit was produced as a comprehensive statewide resource. Dr. Judy Bookhammer of the PSCA notes that definitive measures for the career standards are still being developed.

To support the state's education and work initiatives, \$3 million in grants were provided to 19 school districts to develop programming that responds to the new legislative mandates. The plan is now entering its third year, and school districts are beginning to enhance the monitoring piece and are collecting data at the eighth through twelfth grade levels on graduation rates, attendance rates, and academic achievement.

The steps that Pennsylvania is now taking are possible through the substantial increases that have been made to the state's overall education budget. The state school districts are very optimistic about the short and long-term effects of this work, as Pennsylvania develops a model for career transition within its Department of Education that can be emulated nationwide.

For some time, the movement in education has been toward a more transparent system of accountability. It is essential to reveal how funds support positive outcomes for students inside individual schools, districts, and states, and to report such information to the public. Currently, however, there are no such requirements for career guidance

⁴⁹ Further details each of these topics and additional information about the Education Trust can be found at <http://www2.edtrust.org/edtrust/default>.

Comprehensive Career Planning and its Role in the Competitive Global Economy

activities within the schools. Hopefully, as states continue to improve their data collection on the impact of their career guidance programs, they will contribute to the major goals embedded in the education reform efforts. There may soon be assistance available to address this challenge as a result of states ratcheting up high school graduation requirements. A rather recent effort has been to require ILPs. Currently more than 20 states have established by law or regulation that each student have such plans. Additional states are encouraging ILPs (such as Utah, discussed earlier) but have not taken the step to mandate them. A review of these actions shows that key leadership roles have been given to state and local counseling staff. The majority of the states include a strong emphasis on career focused actions such as students selecting career pathways as they develop their plans.

ODEP, through NCWD/Y, is sponsoring a research and development initiative to assist in such an effort. IEL has partnered with the University of Wisconsin's Center on Education and Work as part of an ongoing four-year collaborative study with states that have ILPs as a graduation requirement. Louisiana, New Mexico, South Carolina, and Washington have been selected to participate in this work.

The research draws upon Lent, Brown, and Hackett's (1994) Social Cognitive Career Theory (SCCT) to guide the effort. SCCT is derived from psychologist Albert Bandura's Social Cognitive Theory, which notes that an individual's acquisition of knowledge is directly related to social interactions or influences. SCCT uses the premise of Social Cognitive Theory to address the career exploratory behavior of youth with learning disabilities, and it involves three interrelated career development models: task performance, interest, and choice. The task performance model correlates self-efficacy beliefs with behavioral intentions. Research by Ochs and Roessler (2004) with students with disabilities reveals "a relationship between and among career self-efficacy beliefs and academic and career outcome expectations, all of which were related to career exploratory behavior intentions."⁵⁰ A full summary of their work is in Appendix E. Howard, Solberg, Kantamneni, and Smothers (2008) further state that "the SCCT model

⁵⁰ Ochs, Lisa A. and Roessler, Richard T. (2004) "Predictors of Career Exploration Intentions: A Social Cognitive Theory Perspective." *Rehabilitation Counseling Bulletin*. 2004; 47; 224. Accessed through: <http://rcb.sagepub/cgi/content/abstract/47/224>.

Comprehensive Career Planning and its Role in the Competitive Global Economy

is a useful tool for school counselors wishing to create programs that support youths' school engagement as well as their academic and career development."⁵¹

Howard et al. (2008) expanded the original four sources of a quality learning environment to encompass a total of nine empirically supported key ingredients for designing effective career development curricula. The ILP research with the four states will evaluate in part whether students who are exposed to these key curricula ingredients also report stronger career and workforce development outcomes. According to Howard et al. (2008), students are likely to develop better career and workforce developmental outcomes when exposed to curricula that contain at least one and even better a combination of two or more of the following nine empirically supported key ingredients:

- Mastery experiences related to essential academic and career content knowledge;
- Vicarious experiences whereby students may observe peers engaged in successful performance experiences;
- Verbal persuasion whereby an adult or educator offers encouragement;
- Anxiety management to address the difficulties associated with engaging in challenging new experiences;
- Career exploration and planning experiences that result in students establishing stronger relational bonds with adults and peers;
- Written exercises that allow students to define their own short-term and long-term occupational goals;
- Individualized interpretations of personal and career assessments that allow the student to define for themselves the challenges they experience and the opportunity to become aware of the relevance of current educational opportunities in helping them develop the skills needed to address those challenges;
- World of work information to learn how to identify one's personal skills and interests, investigate the career opportunities available, and search for jobs; and
- Seeking formal support from community sources.

The application of SCCT to the current studies in Louisiana, New Mexico, South Carolina, and Washington focuses on how the quality of the learning environment relates to optimal career and workforce development. It is hypothesized that students with higher quality ILPs will have higher participation rates in postsecondary education and

⁵¹ Howard, K.A.S., Solberg, V.S.H., Kantamneni, N. & Smothers, M.K. (2008). Designing culturally responsive school counseling career development programming for youth. In H.L.K. Coleman & C. Yeh (Eds.), *Handbook of School Counseling*. p. 278.

Comprehensive Career Planning and its Role in the Competitive Global Economy

employment. The transitions to education and work are measured by two-year and four-year college engagement, employment after high school (part-time or full-time), and quarterly earnings after high school.

Participation in the labor market will be measured using each state's Unemployment Insurance Wage Record database. This data will be measured every six months, beginning in June 2008, using student social security numbers to link to previously collected student data. Labor market information will be collected for all students in the sample regardless of grade or graduation status, and will include labor market participation, sector, and quarterly earnings.

Participation in postsecondary education will also be measured using each state's public Postsecondary Education Status Database. From September 2008 onward this data will be measured every six months using student identity numbers to link to previously collected student data. It will be collected for all students regardless of grade or graduation status, and will include enrollment in two- and four-year programs, advanced standing status (e.g. the number of AP or PLTW credits), major field of study, disability accommodations received, and enrollment status (whether full- or part-time and if enrollment was continuous for 18 months).

The study has been designed to help states improve their own knowledge base and meet their accountability requirements. Some of the questions that the study will address are:

- To what extent is the quality of a student's ILP (as measured by robust implementation of the *Guidepost* indicators which track the SCCT categories) positively associated with postsecondary education and work transitions?
- To what extent do career readiness indicators (e.g., career decision-making readiness, career search self-efficacy) and school-based workforce indicators (e.g., academic self-efficacy, motivation, goal setting) positively impact postsecondary and work transitions?
- Do ILPs with stronger workplace connections, such as job shadowing and summer internships, produce better intermediate outcomes (e.g., self-efficacy, outcome expectations, and high school graduation) and long-term outcomes?
- Do ILPs with specific characteristics (e.g., particular patterns of *Guidepost* emphasis like academic preparedness, or parental involvement) produce better intermediate and long-term postsecondary/work transition outcomes?

This study should yield information that can be used by states and federal officials to help develop key indicators that will measure the positive outcomes of career guidance.

VI) Summary and Recommendations

A solid knowledge base of a broad career guidance system and its key components exists. Similarly a solid foundation has been established for school-based career guidance services although it is not consistently implemented. Both the gaps and challenges, however, appear to be concentrated in the lack of a governmental policy framework that promotes the systematic value of career guidance services as a strategy for meeting the economic and national security needs of the nation. Not only are foundation services in schools lacking, but also more significantly given the rapidly changing nature of work today is the almost total absence of a system to provide longer-term career support through the broader workforce development system to out-of-school youth and adults. Having these multiple strands of career development and guidance services in place will build upon and enhance the roles of the key institutions charged with meeting the needs of the two key clients of the workforce development system: the potential job seeker and the employer. A critical deficiency, in the era of accountability is the lack of ways to measure the value of career development and guidance services. Without developing ways to correct this gap, little progress will be made.

Implementing such a strategy will require focusing on six key areas: (1) developing generally acceptable criteria about what metrics are most appropriate to collect and measure the results of career guidance services in schools and in post school programs; (2) building capacity in all delivery systems to support the professional development of personnel in an array of institutions based on a commonly agreed upon set of professional standards regarding career development and guidance services that include UDL-based strategies; (3) creating agreement across the relevant federal agencies to support further research and evaluation centered on the needs of the most vulnerable populations and how to strengthen the capacity of the organizations to collaborate with one another; (4) supporting organizations that assist in one or more of the following: (a) conducting research that covers the full spectrum of career development and guidance

Comprehensive Career Planning and its Role in the Competitive Global Economy

programs; (b) developing materials that are universally accessible to all institutions involved in career development and guidance services; and (c) participating in the dissemination of research and other materials to promote the availability of quality career development and guidance materials that specifically address the contextual realities of the needs of target populations and the institutions that serve them; (5) reinvigorating political fiscal support for career development and guidance services; and 6) developing or enhancing data tracking system(s) to identify the results of career development and guidance services over a significant number of years. This should include conducting a longitudinal survey in order to assess the economic returns of the public investment in career development and guidance programs as well as improving the capacity to share information across several state agencies (often called data warehouses). Consideration should be given to including specific information about persons involved in highly costly public services such as foster care, juvenile justice, and mental health programs for youth and adults.

Promoting needed change in all of these areas will require in the words of OECD “a more active governmental focus and voice in determining the public interest” in career development and guidance services. The federal government’s role needs to be regenerated to revitalize and build upon the hundred plus years of federal attention given to career development based on informed career guidance strategies. Our forefathers understood there was a dual goal of national security and economic growth that needed to drive such an agenda. As federal legislation purposes and focus have changed over time, these values and the original intentions of career development unfortunately have been lost.

Based on the six key areas needing attention identified in this paper, the following recommendations are provided. They are geared towards increasing the capacity of professionals and the multiple institutions involved in career development and assessing the benefits accrued through career development to the individual and society. The recommendations can help improve performance measures used to assess the specific federal programs charged with increasing the economic engine of the nation’s economy regardless of the specific target population being served. Appendix E serves as a reference for previous research in the career guidance sector that may inform future work.

Comprehensive Career Planning and its Role in the Competitive Global Economy

As noted in Chapter IV, the lessons from the OECD/European Communities provide a foundation for the recommendations that follow. (See Appendix C for a summary of OECD/European Communities key observations.)

1. Improve the quality of the foundation support system—the K-12 school career development and guidance system.

The federal government should initiate a research and evaluation initiative that increases the capacity of the counseling system available to all youth. It should be driven by an assessment of the services to document how each increases academic and work readiness and school completion outcomes. The ASCA National Model can be used to organize both the research and evaluations. Attention needs to be given to services at all levels (elementary, middle, and high school). The effort should address efficiency and effectiveness issues including cost-benefits analysis and attention to the use of web-based services. The effort should specifically address the most effective strategies needed for youth with disabilities and other vulnerable youth.

2. Increase the capacity of post-secondary and workforce development programs serving out-of-school youth and at risk populations.

Using the NCDG framework, the federal government should support a research and evaluation initiative to center attention on the most effective strategies to assist individuals in learning how to manage their own career decision making. As was noted in this paper, there is a paucity of current knowledge about what works to assist post-secondary students, out-of-school youth, and adults seeking career development support. The U.S. Departments of Education, Labor, Health and Human Services, Justice and the Social Security Administration should all be involved in supporting this research, as they are the major federal agencies responsible for programs that assist individuals in becoming contributing members of the workforce. Common rubrics and metrics should be developed across these departments and agencies to guide the development of research and evaluation efforts. It is recognized the current state of knowledge about what works varies significantly by the institutional settings so it will be necessary to tailor some of the research and evaluations to meet the needs of particular programs.

In addition to developing a cross-agency research and evaluation agenda, it is important to focus attention on the dissemination of promising practices to get the

Comprehensive Career Planning and its Role in the Competitive Global Economy

information into the hands of those best in a position to use it. For both of these recommendations it would be useful if a collaborative dissemination plan were developed for distribution by and among the federally funded research and technical assistance centers and national membership organizations. Such an approach would require the involved federal agencies agreement upon promising practices criteria.

The states also have a critical role to play in the design and support of the infrastructure of these multiple yet connected delivery systems. They are major fiscal contributors for most of the career development programs as well as key actors in the provision of professional development support for professionals in their delivery systems. They are also the main government entity responsible for developing cross agency data sharing information systems. It is in their self-interest to have quality career development systems as each state is concerned about supporting strong economies for its citizens. Additionally the leadership of state officials, including governors, is important if there is to be to reenergized political support.

The federal government however is faced with multiple demands and it is not probable the above recommendations will occur without a resounding demand from the networks of organizations that have a stake in improving career development and guidance counseling. National associations with a stake in career development and guidance play must play a key role in partnership with the federal and state governments as articulated below.

4. Convene a panel of policy makers and researchers, including experts in measurement and accountability systems to generate consensus around performance measures and establish a common language.

As noted throughout this paper, there is a critical need to generate a consensus among key stakeholders about a discrete set of measures to assess the value of career development services and counseling services for inclusion in education and workforce development accountability systems. Representatives of associations such as the National Governors' Association, the Council of Chief State School Officers, the National Conference of State Legislatures, along with workforce development and education associations, need to be involved in the implementation of collecting and reporting the indicators and metrics. Consideration should be given by the federal

Comprehensive Career Planning and its Role in the Competitive Global Economy

government to supporting pilot projects to assess the feasibility of the use of the metrics among multiple programs.

In addition to developing indicators and metrics, the panel's work should include developing a glossary of terms, with attention to the utility of the terms for use by practitioners. As noted in this paper terminology matters. The fact that the same words have different implications for various stakeholders causes confusion for all. For example, broad terms such as terms "appropriate measurable postsecondary goals" and "age-appropriate transition assessments" have proven to be confusing to practitioners.

5. Improve professional development opportunities for staff involved in the career development and career guidance services across all provider settings.

A collaborative effort is necessary to improve the capacity of professionals involved in career development and counseling across the broad range of settings. Professional associations and societies that sponsor credentials to career guidance and counseling professionals and university research centers with recognized expertise in career development and guidance services will need to be engaged. While this paper has highlighted the work of two the organizations—ASCA and NCDA—there are others such as the National Association of Workforce Development Professionals, the National Youth Employment Coalition, and the Commission on Rehabilitation Counselors, all of which have identified core knowledge and skills needed by professionals involved in these services. A review and analysis of the separate but related content standards used by the various associations can provide the base to enhance the field and provide a foundation for additional work that is needed.

Improving pre-service education programs for K-12 professionals should be a major part of this work. In developing this paper, it became clear that their professional development is substantially ahead of professional development provided to staff that work with out-of-school youth and adults as well as professionals in post-secondary environments. For those involved in the K-12 systems, all state governments have substantial influence over what their postsecondary education institutions offer in their programs of studies. This control can translate into more a rigorous focus on career development knowledge in the training of K-12 educators and administrators. While it is clearly a complex web regarding how each state guides decisions made by higher

Comprehensive Career Planning and its Role in the Competitive Global Economy

education institutions, in the case of programs preparing professionals to work in the K-12 system the leverage is strong and if used by state policy makers (i.e., State Legislatures and State Boards of Education) it is feasible to establish criteria for what needs to be included in a specific program of study. State licensure requirements are also a significant tool that needs to be considered and a review of these could prove useful.

For those who work in programs serving out of school youth and adults, it may be necessary to establish one or more “sub” networks to focus on the needs of specific parts of the wide ranging workforce development system. For example an emerging effort is occurring in several states that centers on requiring personnel hired in One-Stop workforce development centers to be certified in particular competencies areas. Many of these states are building their certifications based on standards developed by various national organizations, most of which focus on meeting the needs of particular population such as those with disabilities or a specific age group. An across the board review of competencies to identify the career development and guidance factors can help build cohesiveness throughout the broad band of institutions providing services.

All of this work should focus on using universal design principles regarding what all professionals need to know and be able to do to appropriately serve all clients. This may require modest modifications to some standards. Attention to ensuring that all professionals have at least a basic understanding about how to support special populations, such as persons with disabilities and culturally diverse populations, would be a goal of this exercise.

A Final Observation:

The realities of the shifting demands in the ever increasingly technology driven global economy and the societal and personal cost for not utilizing the talents of all potential workers requires a hard look how we are “doing business” to prepare our current and future work force. This paper focused on possible next steps and value added strategies that federal and state governments and key stakeholders could pursue to improve the role of career guidance and career development services in addressing this national issue.

Comprehensive Career Planning and its Role in the Competitive Global Economy

One of the most striking success stories in the last quarter of a century was that of the NOICC/SOICC networks. They helped guide the development of a much improved career development system with a particular emphasis on improving the quality of information available through user friendly IT services, provided much needed support for building well-trained professionals, and generated a culture of collaboration. Their work was built upon the recognition that no one organization has the full charter, expertise, or resources to assume full responsibility over the career development and guidance counseling systems. Indeed the recommendations contained in this paper have been built on the principles they applied in their work. As noted before, elevating this issue will require a stronger government voice and the work of the OECD/European Communities, with its guiding question, provides a launching pad that policymakers can use to begin to chart a course.

A major issue is how can a more active federal and state presence be developed and sustained. Perhaps a Presidential Task Force is needed to provide focus to the development of the agenda due to the cross cutting nature of the issues that must be addressed. Whatever mechanism is used to move the agenda forward, it is highly probable that a need for an updated version of the NOICC/SOICC system will emerge in order to support the necessary infrastructure needed at the federal government level to ensure that the best available practices are being employed in the field.

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VIII) End Notes

IX) Appendices

A) Guideposts for Success

Each of the guideposts is listed below along with the corresponding specific needs for each guidepost.

1) School-Based Preparatory Experiences

In order to perform at optimal levels in all education settings, all youth need to participate in educational programs grounded in standards, clear performance expectations and graduation exit options based upon meaningful, accurate, and relevant indicators of student learning and skills. These should include:

- academic programs that are based on clear state standards;
- career and technical education programs that are based on professional and industry standards;
- curricular and program options based on universal design of school, work and community-based learning experiences;
- learning environments that are small and safe, including extra supports such as tutoring, as necessary;
- supports from and by highly qualified staff;
- access to an assessment system that includes multiple measures and,
- graduation standards that include options.

In addition, youth with disabilities need to:

- use their individual transition plans to drive their personal instruction, and strategies to continue the transition process post-schooling;
- access specific and individual learning accommodations while they are in school;
- develop knowledge of reasonable accommodations that they can request and control in educational settings, including assessment accommodations; and
- be supported by highly qualified transitional support staff that may or may not be school staff.

2) Career Preparation & Work-Based Learning Experiences

Career preparation and work-based learning experiences are essential in order to form and develop aspirations and to make informed choices about careers. These experiences can be provided during the school day, through after-school programs and will require collaborations with other organizations. All youth need information on career options, including:

- career assessments to help identify students' school and post-school preferences and interests;
- structured exposure to postsecondary education and other life-long learning opportunities;

Comprehensive Career Planning and its Role in the Competitive Global Economy

- exposure to career opportunities that ultimately lead to a living wage, including information about educational requirements, entry requirements, income and benefits potential, and asset accumulation; and,
- training designed to improve job-seeking skills and work-place basic skills (sometimes called soft skills).

In order to identify and attain career goals, youth need to be exposed to a range of experiences, including:

- opportunities to engage in a range of work-based exploration activities such as site visits and job shadowing;
- multiple on-the-job training experiences, including community service (paid or unpaid) that is specifically linked to the content of a program of study and school credit;
- opportunities to learn and practice their work skills (“soft skills”); and,
- opportunities to learn first-hand about specific occupational skills related to a career pathway.

In addition, youth with disabilities need to:

- understand the relationships between benefits planning and career choices;
- learn to communicate their disability-related work support and accommodation needs;
- learn to find, formally request and secure appropriate supports and reasonable accommodations in education, training and employment settings.

3) Youth Development & Leadership

In order to control and direct their own lives based on informed decisions, all youth need:

- mentoring activities designed to establish strong relationships with adults through formal and informal settings;
- peer-to-peer mentoring opportunities;
- exposure to role models in a variety of contexts;
- training in skills such as self-advocacy and conflict resolution;
- exposure to personal leadership and youth development activities, including community service;
- opportunities that allow youth to exercise leadership and build self-esteem.

Youth with disabilities also need:

- mentors and role models including persons with and without disabilities;
- an understanding of disability history, culture, and disability public policy issues as well as their rights and responsibilities.

4) Connecting Activities

Comprehensive Career Planning and its Role in the Competitive Global Economy

All youth may also need one or more of the following:

- mental and physical health services;
- transportation;
- tutoring
- financial planning and management;
- post-program supports through structured arrangements in postsecondary institutions and adult service agencies;
- connection to other services and opportunities (e.g., recreation).

Youth with disabilities may need:

- acquisition of appropriate assistive technologies;
- community orientation and mobility training (e.g. accessible transportation, bus routes, housing, health clinics);
- exposure to post-program supports such as independent living centers and other consumer-driven community-based support service agencies;
- personal assistance services, including attendants, readers, interpreters, or other such services; and
- benefits-planning counseling including information regarding the myriad of benefits available and their interrelationships so that they may maximize those benefits in transitioning from public assistance to self-sufficiency.

5) Family Involvement & Supports

All youth need parents, families and other caring adults who have:

- High expectations which build upon the young person's strengths, interests, and needs and fosters their ability to achieve independence and self-sufficiency;
- Been involved in their lives and assisting them toward adulthood;
- Access to information about employment, further education and community resources;
- Taken an active role in transition planning with schools and community partners;
- Access to medical, professional and peer support networks.

In addition, youth with disabilities need parents, families and other caring adults who have:

- An understanding of their youth's disability and how it affects his or her education, employment and/or daily living options;
- Knowledge of rights and responsibilities under various disability-related legislation;
- Knowledge of and access to programs, services, supports and accommodations available for young people with disabilities; and,

Comprehensive Career Planning and its Role in the Competitive Global Economy

- An understanding of how individualized planning tools can assist youth in achieving transition goals and objectives.

B) Panel of Experts to Review Career Guidance Issue Paper

- 1) Bridget Brown, National Association of Workforce Development Professionals
- 2) Jill Cook, Assistant Director of the American School Counselor Association
- 3) Peggy Hines, The Education Trust, Director NCTSC
- 4) Scott Gillie, Encouragement Services, Inc.
- 5) Larry Kortering, Appalachian State University
- 6) Carolyn Maddy-Bernstein, Ph.D., Education Consultant
- 7) Scott Solberg, University of Wisconsin-Madison
- 8) Lynda West, The George Washington University

C) *Career Guidance: A Handbook for Policy Makers—Excerpts from the OECD Publication*

The report by the OECD/European communities seeks to realize four goals: Improving Career Guidance for Young People, Improving Career Guidance for Adults, Improving Access to Career Guidance Services, and Improving the Systems that Support Career Guidance. Excerpts from the executive summary that describe the report's approach to these goals are printed below. The report outlines five potential practices currently being implemented in select nations, to improve the career guidance services to both youth and adults. This information is also excerpted below.

From *Executive Summary*

Source: Career Guidance: A Handbook for Policymakers. Organisation for the Economic Co-Operation and Development (OECD): European Commission. OECD/European Communities, 2004. pp. 6-8.

Improving Career Guidance for Young People

To improve career guidance for young people, policy makers must address challenges in compulsory schooling, in upper secondary schooling, in tertiary education, and for young people at risk. There are challenges in meeting gaps in access, and in improving the nature, level and quality of services. In schools, the principal challenges are: to provide sufficient human and capital resources of the right type, both within the school and within its surrounding community; to ensure that these resources are dedicated to career guidance; and to make the best use of the resources that are available. Gaps in access are particularly evident in primary schools and in the vocational tracks of upper secondary school. Policy options include formally strengthening collaboration between all relevant stakeholders, making the acquisition of career management skills by students the focus of career education programmes, and improved accountability mechanisms.

A significant number of young people leave school early, without qualifications. They need programmes in the community to help them make transitions to the working world and to re-engage with further learning, and career guidance needs to be part of such programmes. Career guidance also needs to be a stronger part of programmes within the school designed to prevent early leaving.

There is generally a lack of career guidance provision for students in tertiary education, despite the significant cost of such studies to both participants and taxpayers. The range of career services that are offered within tertiary education needs to be broadened. Policy levers to ensure that a broader range of services is provided need to be strengthened. Options available to policy makers include the specification of goals for tertiary career services, and more explicitly linking public funding arrangements for tertiary education to the level and quality of career services.

Improving Career Guidance for Adults

Comprehensive Career Planning and its Role in the Competitive Global Economy

The heterogeneous nature of the adult population presents a range of challenges to policymakers who are trying to improve career guidance services. Few easily accessible services are available for employed adults; few enterprises cater for the career development needs of their employees; fee-for-service provision that people can purchase privately is very limited; employers and trade unions have shown limited interest to date in providing career guidance even though they often recognise in principle the need for workforce development in order to improve competitiveness and equity. Despite these problems, new partnerships between employer organisations, education and training institutions, public employment services and other relevant organisations can lead to workplace and workforce career guidance provision, and career guidance should be an integral part of adult learning programmes.

Career guidance is seen as having a key role in preventing inflows into unemployment, particularly longterm unemployment. Public employment services (PES) in most countries have a lead role in such prevention. Yet career guidance services within the PES are undeveloped. Strong collaboration strategies, between the PES and private and community-based guidance services, and with local education and training institutions, can enable unemployed persons to make transitions to employment and to re-engage with learning.

Ageing populations and pension funding problems in many countries will require both later retirement ages and more flexible transitions to retirement. To date policymakers have been slow to mobilise career guidance services to support active ageing. Employers and worker representatives can promote and take initiatives in service delivery of third age guidance, using combinations of public and private partnerships.

Improving Access to Career Guidance Services

The demand for career guidance services exceeds its supply. More flexible delivery methods, including the use of ICT and of call centres, have great potential for extending access. If all citizens are to have access to career guidance, there is often a need to target career guidance services to at-risk groups. Actively involving vulnerable groups in designing, planning, implementing and monitoring career guidance policies and services for them greatly enhances the development of services that are relevant to their needs.

Improving the quality and relevance of career information materials to support universal access is an ongoing challenge. There is often a lack of collaboration between different government ministries, agencies, and between national and regional levels of government in providing and sharing career information. Materials developed by the private sector are not subject to any agreed standards. In order to develop a coherent policy and strategy for the delivery of quality career information to citizens, national, regional and local mapping exercises of career guidance information provided through a range of media (such as newspapers and television) to a range of target groups (youth, employed, unemployed) is an essential starting point.

Improving the Systems that Support Career Guidance

Comprehensive Career Planning and its Role in the Competitive Global Economy

Significant differences occur in the quality and types of career guidance services that are provided to citizens, both within and between countries, as the result of significant variations in the training of career guidance practitioners. The length of their initial training varies from three weeks to five years. Governments are very inactive in defining the content and process of initial training for career guidance practitioners, and in relating training content to the outcomes sought for public policy goals for education, training and employment. Stronger signals from ministries are required in order to bridge this gap.

There is little regular and systematic evaluation of the quality of career guidance provision in most countries. Service standards for provision do not exist or are present in some sectors but not in others. Quality frameworks, where they exist, tend to be voluntary rather than mandatory, and to operate as guidelines. Users of career guidance services have a key role to play in the design and evaluation of services.

The evidence base for policymaking for career guidance service provision is very weak. At present, few governments have in hand the data needed to provide an overall picture of career guidance provision, or of its effectiveness in meeting public policy objectives. Few government ministries are able to state precisely how much public money is being spent on career guidance services and how it is being spent. Information about private investment and expenditure in this field is not available. Collaboration among stakeholders (such as users, administrators, social partners and practitioners) at national level will help to identify relevant and useful data types and procedures for evaluating inputs, processes, outputs and outcomes for career guidance provision.

Career guidance objectives are weakly reflected in policies for education, training and employment in most countries. Given the inadequate evidence base for career guidance, this is not surprising. Furthermore career guidance provision is often a collection of disparate sub-systems within education, training, employment, community and private sectors, each with its own history, rationale and driving forces, rather than a coherent and integrated set of arrangements. The establishment of a national forum for guidance policy and systems development, which includes both government and key stakeholder representatives such as employers and trade unions, as well as the key organisations that deliver services, is an important step that governments can take to help to focus and develop policy agendas and to strengthen policy making.

Most of the cost of providing career guidance services is borne by taxpayers. The expansion in the extent, reach and variety of provision necessitated by a lifelong learning perspective signals new financial demands on and commitments from governments in an area that has tended to attract little individual and private investment. This demand on public resources may be moderated if more private investment can be stimulated.

From *Examples of Effective Responses*

Comprehensive Career Planning and its Role in the Competitive Global Economy

Source: Career Guidance: A Handbook for Policymakers. Organisation for the Economic Co-Operation and Development (OECD): European Commission. OECD/European Communities, 2004. pp. 15-6.

The guidance-oriented school across primary and secondary education levels: In Canada (Quebec), schools are being encouraged to develop the concept of the guidance-oriented school (*l'école orientante*). Personal and career planning is defined as one of five broad areas of learning throughout schooling. The aim is to provide support for students' identity development in primary school and guidance in career planning throughout secondary school. This is linked to ensuring that students understand the usefulness of their studies (in languages, mathematics, sciences and so on) and why they are studying them. To implement this concept, the number of qualified guidance specialists is being increased. In addition, the active involvement of all stakeholders is being promoted, first by encouraging discussion and collaboration between teachers and guidance staff, and then by developing partnerships with parents and the community. Schools are being permitted considerable flexibility in determining what a guidance-oriented school is, within the broad parameters provided.

Portfolio systems: Some countries have developed strategies to help students integrate the knowledge, skills and attitudes concerning work that they have learnt from different teachers. These include the use of portfolios, where students record their career-related learning and experiences. Such a portfolio is referred to as a 'job passport' (Austria), an 'education log' (Denmark), and a 'career-choice passport' (Germany). It can help students to manage their own learning and see its relationship with their career plans.

Building bridges with the world of work: A variety of 'work experience', 'work tasters', 'work shadowing' and 'work visit' initiatives may be organised to help students develop insights into the world of work and their own occupational orientations. In Germany, exploratory visits to enterprises are an integral part of career guidance, and generally involve an element of work experience. Companies value this form of contact with schools. Practical placements commonly last between one and three weeks, and teaching guides and support materials have been developed to support the placements and also the preparation and follow-up processes in schools. There are extensive health and safety provisions for legal and insurance-related reasons. In some cases, practical placements can also be spent in other European countries.

Career guidance as a cross-curricular responsibility of all school staff members: In Finland, teachers and other partners have an operational description of their respective activities so that delivery of services is guaranteed. This ensures an improvement of the minimum-level service provision, while at the same time promoting institutional responsibility for career education and guidance at the school level.

Ensuring that career guidance personnel use people who know about the world of work: Several countries are encouraging schools to develop partnerships in the provision of career guidance. Often such partnerships include calling on significant stakeholders – such as parents, alumni, and representatives from the business community, trade unions, and non-government organisations – to make an input into the career education programme. In some cases, the school devolves some of the responsibility for career

Comprehensive Career Planning and its Role in the Competitive Global Economy

guidance to an external agency, which it considers to be closer to the world of work. Such external provision should be seen as a complement to, rather than a substitute for, school-based provision. In such cases a formal co-operation contract is desirable (as in the German model, for instance).

D) The Freshman Transition Program: An Intensive Career Guidance Intervention for High School Students

The standards provided in the Dedmond article were synthesized from the state standards of Texas, Tennessee, Indiana, and Maine, as well as research findings and other input. Accessing the Freshman Transition website (www.freshmantransition.org) grants permission to view the indicators that accompany each standard.

Freshman Transition Standards

- 1) The student learns to project into the future and to understand the consequences of their actions and the choices made today.
- 2) The student completes formal assessments and surveys to help them establish and consolidate their identity, becoming “identity-achieved.”
- 3) The student analyzes the effect of personal interest and aptitudes upon educational and career planning.
- 4) The student recognizes the impact of career choice on personal lifestyle.
- 5) The student recognizes the impact their commitment to education has on their future lifestyle and life satisfaction.
- 6) The student demonstrates the skills to locate, analyze, and apply career information.
- 1) The student knows the process for career planning and educational preparation.
- 2) The student can apply the skill sets required to succeed (both in the classroom and the workforce).
- 3) The student demonstrates the importance of productive work habits and attitudes.
- 4) The student knows that many skills are common to a variety of careers and that these skills can be transferred from one career opportunity to another.
- 5) The student knows the process used to locate and secure entry-level employment.
- 6) The student knows the effect change has on society and career opportunities.

Source: Rebecca Dedmond, “A Personalized Plan for Life.” Principal Leadership, November 2005. p.20

E) Summary of Key Research

This Appendix summarizes additional work that has been completed on career guidance services that may contribute to the development of effective practices in the future. Select studies presented below have been referenced in the body of this paper to illustrate various points; however this piece is largely intended to supplement the research discussed earlier. We have identified emerging theories intended for all students, including general education, and also present a number of studies focusing on disability populations. This research presents promising practices under controlled, and sometimes isolated, circumstances that will enhance the national dialogue on career guidance for youth with disabilities.

1) General Education

“Career Development as a Retention Tool: Early Intervention for Incoming Deciding Freshmen.”

Wendy Becker-Jamison and Wendy LaBenne, 2007

This 2007 article showcases an initiative adopted by Saint Louis University (SLU) to both prepare students for their post-graduate careers and increase the university’s freshmen retention rate. During the summer prior to entering SLU for as freshman, students must visit the campus and attend a one and a half day orientation program, a major component of which is the appointment with the Career Services Department. Though intended for all students, the meeting with Career Services targets undecided students, and provides institutional support as they explore majors. The goals of this intervention include: connecting with freshmen early, educating incoming students on the career development process, and assessing the students early to identify individual needs in self-knowledge, career information, career choice anxiety, and decision-making skills. Students must complete an assessment and obtain information about Career Services before ever meeting an advisor. Academic advisors later reported that students were excited about their career development plans.

“The Current Status of School Counseling Outcome Research.” Research Monograph.

Wendy McGannon, John Carey, Carey Dimmitt, 2005.

This paper by McGannon, Carey, and Dimmitt provides a comprehensive summary of school counseling outcome research published between 1985 and 2005.

Comprehensive Career Planning and its Role in the Competitive Global Economy

Specifically, the paper examines prior research in relation to No Child Left Behind (NCLB), as this legislation mandates that school counselors, in addition to teachers and administrators, demonstrate their accountability. Part of the accountability must come in the form of displaying the skills to conduct evaluation studies of the programs and interventions that they use. Therefore, the research in fields related to school counseling, such as education and psychology, should be incorporated into counselor education.

NCLB calls for “scientifically-based” research and randomized trial designs. These elements ensure that any experimental study of the past may be easily replicated, and, importantly, that study results have built in controls that eliminate any undesired variables. Unfortunately, randomized trials are difficult to perform in the education realm, thus impeding what McGannon et al. identify as the purpose of research: to add existing theory or knowledge to the field and to maximize the generalizability of the findings to many settings.

Program evaluations are more prevalent in educational settings, but the results of an evaluation study are less generalizable because they often focus on describing specific programs or interventions. McGannon et al. do not contend that we should discount all program evaluations, as they are necessary for answering specific questions that arise, but scientifically-based school counseling outcome research can validate school counseling practices with “strong empirical evidence that demonstrates gains in academic achievement and other NCLB mandates” (7).

The following chart briefly summarizes select research pieces that are referenced in McGannon, Carey, and Dimmitt to present the current status of school counseling outcome research.

Figure 1
Research Findings From a COSCOR Review of Literature

Researcher(s)	Year	Study and Findings
Gerler	1985	Completed a qualitative literature review of school counseling interventions at the elementary school level, using academic achievement, self-esteem, and behaviors as outcome measures. Concluded that classroom guidance can improve elementary school students' behaviors.

Comprehensive Career Planning and its Role in the Competitive Global Economy

Researcher(s)	Year	Study and Findings
St. Clair	1989	Reviewed outcome research at the middle school level, which indicated that: (1) a short academic skills workshop can increase middle school student's grades; (2) a short nontraditional career workshop can alter students' occupational stereotypes; (3) a four-month human relations training for middle school students can reduce referrals for disciplinary problems.
Wilson	1986	Reviewed literature examining low achieving students and their parents to determine the effectiveness of counseling interventions in boosting GPA. Summary information suggested counseling interventions can have positive effects on academic achievement.
Sink & Stroh	2003	Studied 150 randomly selected public elementary schools in WA state. Schools were split into "treatment" and comparison groups based on the level of Comprehensive Development Guidance (CDG) implemented, and assessment test scores were used to determine academic achievement of students. Findings indicated that early elementary-age students who attend the same school for 3 or more years do better academically with some form of CDG program. This demographic also obtains higher achievement test scores.
Brigman & Campbell	2003	Used a quasi-experimental, pre-post test design to evaluate the impact of a school-counselor-led intervention on student academic achievement and school success behaviors. The treatment group used the Student Success Skills curriculum, focusing on cognitive, social, and self-management skills. The comparison group had no curriculum. Results supported the conclusion that intervention focusing on cognitive, social and self-management skills can yield gains in student academic achievement.
Gerler & Herndon	1993	Evaluated the effectiveness of a 10 session, multimodal guidance unit, "Succeeding in School," designed to improve academic performance. The results indicated that students improved their awareness of how to succeed in school after the intervention.
Grossman et al.	1997	Conducted a randomized field trial of the Second Step Violence Prevention Curriculum developed by the Committee for Children using 790 2 nd and 3 rd grade students. Outcomes were measured using teacher ratings on various scales, and the researchers considered the covariance of special education status, learning disorders, behavioral problems, SES, family composition, and other factors. The findings observed that physically aggressive behavior decreased in playground and cafeteria settings, and neutral or prosocial behavior increased.
Flannery et al.	2003	Implemented the <i>PeaceBuilders</i> curriculum, which focuses on reducing aggressive behavior and increasing social competence, in grades K-5. The study revealed increases in prosocial behavior and decreases in aggressive behavior, with the greatest impact on those who were initially lower in skills at the beginning of the study.
Schollsberg, Morris, & Lieberman	2001	Classroom curriculum designed to education high school students about goal setting, problem solving, career exploration, and school resources significantly improved student behavior, attitude and knowledge in these areas.

Comprehensive Career Planning and its Role in the Competitive Global Economy

Researcher(s)	Year	Study and Findings
Ciechalski & Schmidt	1995	Found that social skills training can increase the social attractiveness of gifted and special needs students, but did not impact student self-esteem or school behaviors.
Omizo & Omizo	1987	In the realm of responsive services, a study related to learning disabled (LD) students reported that LD students who participated in group counseling had higher levels of self-esteem.
Edmonson & White	1998	Found that a comprehensive dropout prevention program involving counseling and tutoring significantly assisted at-risk students in improving school achievement, self-esteem and classroom behavior.
Littrell, Malia & Vanderwood	1995	Determined that brief, single-session, individualized counseling helped with the social emotional adjustment of high school students, enabling these students to reduce their concerns about problems and move closer to their goals.
Baker	2002	Conducted an independent evaluation of the ASVAB Career Exploration Program with high school students and found that participation in the program lowered certain kinds of career indecision and increased career exploration knowledge.
Whiston & Sexton	1998	Completed a vast literature review, and among the results found that the 10 th Grade Career Course based on Crites' Model enhanced students' career planning, reduced career decision problems, and enhanced career maturity of minority students and students with disabilities.
Krass & Hughey	1999	In a study directed toward school counselors, it was reported that preparing students to make informed career choices is a developmental process spanning the entire K-12 curriculum and requiring counselors to have up-to-date knowledge about students' developmental needs, cultural values, job market trends, and postsecondary education options.

The McGannon et al. paper also introduces five national centers that embody the future direction of work in school counseling outcome research. Their work may have considerable bearing on the evolution of counseling practices. The centers are presented in the following chart.

National Center	Description
Center for School Counseling Outcome Research (CSCOR)	Established at the University of Massachusetts-Amherst in 2002 with the mission of improving the practice of school counseling by developing the research base that is necessary for responsible and effective practice and to provide national leadership in the measurement and evaluation of the outcomes of school counseling interventions and programs. CSCOR's activities include hosting workshops and reviewing outcome literature.

Comprehensive Career Planning and its Role in the Competitive Global Economy

National Center	Description
Center for Student Support Systems (CS3)	Established by the University of San Diego School of Education in 2002 with the purpose of strengthening the practice of counseling and related student support services in schools by improving theory, leadership, advocacy, program development and evaluation. CS3's programs include research projects, workshops, and maintaining a library of books and resources.
Washington School Research Center (WSRC)	An independent research and data analysis center within Seattle Pacific University with the mission to conduct sound and objective research on student learning in public schools, and to make the research findings available for educators, policy makers, and the general public for use in the improvement of schools. The WSRC conducts educational studies on various aspects of K-12 education.
National School Counseling Research Center (NSCRC)	The NSCRC is being developed between the ASCA and the Association for Counselor Education and Supervision (ACES) to enhance school counseling by collecting and disseminating information that facilitates school counseling professionals' efforts to be accountable for student success. Its planned activities include providing leadership in the development, promotion, facilitation and dissemination of school counseling research that demonstrates the connection between school counseling programs and student success.
National Panel for School Counseling Evidence-Based Practice	Developed by CSCOR to help practitioners gain access to strong, useful literature about school counseling research. The panel includes school counseling educators and practitioners, and they evaluate existing methods of evidence-based practice so that they may establish rules of evidence for determining if a practice is evidence based.

2) Youth with Disabilities

High School

“Transition-Focused Education: Foundation for the Future” *Paula D. Kohler and Sharon Field, 2003*

Paula D. Kohler and Sharon Field examine the five elements of an effective transition focused education for students with disabilities, and summarize the changing perspective of transition services in today's transition focused education framework. The first, student focused planning, pertains to the development of student goals using relevant assessment information as a basis for planning, and student participation in planning and decision-making. The transition activities help to strengthen students' self-determination skills by basing educational decisions on their goals, visions, and interests. Thus, the students' input is used in the creation of an IEP. The authors identify three strategies for increasing student participation in transition planning: the Self Directed IEP

Comprehensive Career Planning and its Role in the Competitive Global Economy

Model, The Self-Advocacy Strategy, and the “Take Charge for the Future” intervention model, which involves student coaching and peer mentorship.

The next element is student development, which includes life, employment, and occupational skills development through school and work based learning experiences, and other self-determination skills. These experiences should take place in school and community (e.g. work) based settings, and should include necessary assessments and accommodations for the student. Notable and effective self-determination interventions are: *Steps to Self-Determination*, an experiential curriculum based on five major components; *Next S.T.E.P.*, a curriculum that includes teacher and student demonstrations and hands-on activities; and the *Self-Determination Learning Model of Instruction*, a three-phase curriculum that teaches self-regulated problem-solving strategies.

Collaborative service delivery, the third element, facilitates the involvement of community businesses, organizations, and agencies in all aspects of transition-focused education. The intended result is an integrated system that addresses the lifelong learning and support needs of a community’s members. One effective practice that the authors note is the Community Transition Team model, which builds school and community capacity to better serve students’ transition service needs. Additionally, school and community based transition teams are instrumental in introducing and implementing student focused planning and student development practices. Barriers to effective collaboration are ineffective use of transition planning meetings, intimidating language, and complexity of agency procedures.

Family involvement is a crucial aspect of transition planning for youth with disabilities. Services that family members may involve themselves in are assessment, decision-making, policy development, training, and others. Empowerment through strategies that facilitate meaning family involvement and training to increase family members abilities to work effectively with service providers, can lead to improved school attendance for the student, increased assessment scores and participation in higher education, and improve self-esteem. Family involvement can be accomplished through direct communication between the family and educator and engaging families in selecting work experiences and developing long-term job placements for students. Families

Comprehensive Career Planning and its Role in the Competitive Global Economy

suggested that they would benefit from better informational materials, joint training with school staff and counselors, resource fairs, support groups, and personal relationships.

The structure of the program is the last element that Kohler and Field identify for successful transition planning. The features that should be considered in any program design in order to ensure the effective delivery of services are philosophy, policy, evaluation, and resource development. The article suggests integrating community level strategic planning, cultural and ethnic sensitivity, a clearly articulated mission and values, qualified staff members and sufficient allocation of resources. Additionally, systematic community involvement in the development of educational options, community-based learning opportunities, systematic inclusion of students in the social life of the school, and increased expectations can all result in improved outcomes for youth.

However, there are limitations to the effectiveness of implementing particular practices. While compliance with the designated policy occurs, schools tend not to go further and adopt the *best* practices. Furthermore, researchers found that schools were implementing basic transition elements into their programs—elements that were believed to already exist within the schools. According to a study completed between 1993 and 1997, many states did not invite students to their IEP meetings, and half of IEPs did not address instruction, community experiences, or post-school objectives. Transition literature has demonstrated that career planning work has progressed from the theoretical level to the development of specific interventions that teach related transition skills. Still, evidence reveals that educators, service providers, and families must all assist students in developing their skills and abilities, provide services and supports, and develop opportunities.

“Sustaining Secondary Transition Programs in Local Schools” *Michael R. Benz, Lauren Lindstrom, Deanna Unruh, and Miriam Waintrup, 2004*

While focusing on the Youth Transition Program (YTP), this article reports on the factors that influence the sustainability of secondary transition innovations in local schools. It identifies three key points that promote the sustainability of a school-to-community transition model for youth with disabilities: the support of a primary administrator, the production of positive student outcomes that are valued by school and

Comprehensive Career Planning and its Role in the Competitive Global Economy

community stakeholders, and the creation of a clear and unique role for their services that meets identified needs within the district.

Certain transition practices that almost universally lead to greater student retention and success in and after high school are:

- Direct and individualized tutoring and support.
- Participation in vocational education classes during the last 2 years of high school.
- Participation in paid work experience in the community while in high school.
- Competence in functional academic and transition skills.
- Participation in a transition planning process that promotes self-determination.
- Direct assistance to understand and connect with resources related to post-school goals.
- Graduation from high school.

However, some youth face challenges in obtaining or completing the above steps. Therefore, the YTP was designed specifically for youth with disabilities who require support services beyond those typically available in general or special education, and school to work programs. Operated collaboratively by the Oregon Department of Education, the Oregon Vocational Rehabilitation Division, the University of Oregon, and local schools, it prepares participants for meaningful, competitive employment or career-related training. The program began in 1990 through a four year federal grant from the Department of Education Office of Special Education Programs (OSEP). Participation in the program was voluntary, but about 75% of Oregon high school districts have opted into the program. Sites receive funding and are part of the research into its success and sustainability.

YTP services are conferred during the last two years of high school and, if need be, for a few years afterward. The transition team typically involves a special education teacher, transition specialists, and a rehabilitation counselor, and planning focuses on the students' goals and self-determination. Academic, vocational, independent living, and personal/social instruction are all provided, and students receive paid job training. Furthermore, students can look forward to direct assistance to stay in school, coordinate plans with relevant adult agencies, and secure employment upon leaving the program.

Comprehensive Career Planning and its Role in the Competitive Global Economy

Research into the sustainability of such programming as yielded several important factors in a variety of contexts to consider (See Figure 2). The essential features of all sites successfully sustaining YTP were consistency and efficiency in staff roles and responsibilities, a high level of services, partnerships between schools and rehabilitation, the instruction to meet transition goals, and access to employment services. Case studies also showed that certain themes contribute to a program’s sustainability. First, both the school and the community perceived the innovation of the program as having a positive effect on student outcomes, which is the result of clearly documented evidence of the program’s positive impact and explicit strategies for communicating results. Secondly, the YTP has a clear role and presence in the district, based on the needs of the district and the features of the program. The YTP has shown its ability to maintain high levels of success within secondary schools. This has been done by the programs ability to adapt to the school, and the school’s ability to adapt to the program.

Figure 2
Important Factors for Programming for Youth

CONTEXT	FACTORS TO ACCOUNT FOR
<i>School</i>	<ol style="list-style-type: none"> 1. Existing and emerging school policies and practices. 2. Administrative leadership within the school or district.
<i>Community</i>	<ol style="list-style-type: none"> 1. Geographic location (urban, suburban, or rural). 2. Economic climate (e.g. rates of unemployment).
<i>Student</i>	<ol style="list-style-type: none"> 1. Students’ previous school experiences. 2. Personal barriers to success. 3. Individual goals of the student.
<i>Program</i>	<ol style="list-style-type: none"> 1. Pattern of services associated with the innovation. 2. Effectiveness and impact of the program on students. 3. Actual costs and benefits of the program.

“Predictors of Career Exploration Intentions: A Social Cognitive Career Theory Perspective”

Lisa A. Ochs and Richard T. Roessler, 2004

Ochs and Roessler identify three specific areas where developmental delays in career planning may occur: career-related learning experiences, job-related self-knowledge, and career decision self-efficacy beliefs. The mediation of these causes may

Comprehensive Career Planning and its Role in the Competitive Global Economy

come via a career development perspective, or the Social Cognitive Career Theory perspective (SCCT) that is the focus of this article.

The tasks of career development that coincide with adolescence include:

- Thinking about fields and levels of work;
- Making tentative career choices; and
- Committing to obtaining the education or training needed for the selected occupation.

These tasks are challenged in later periods of career adjustment and advancement.

Success must stem from career maturity, which is the result of adequate self-knowledge in relation to careers and the acquisition of sufficient information on which to base career and education decisions.

Bandura's Social Cognitive Theory stated that an individuals' acquisition of knowledge is directly related to social interactions or influences. Ochs and Roessler expand this definition to address career development, and propose three interrelated models: task performance, interest, and choice. The task performance model—the focus of this paper on SCCT—provides an outcome based variable (e.g. a goal), and describes the factors that influence the establishment of that variable. The resulting career self-efficacy reflects an individuals' confidence in performing a self-evaluation, gathering occupational information, selecting a goal, and making implementation plans.

Per the task performance model, self-efficacy beliefs directly influence behavioral intentions. Furthermore, outcome expectations, the personal beliefs that center on the probable and imagine outcomes of ones' actions, motivate behavior. Existing research of undergraduate, high school, and middle school students has shown the correlation between and among career decision self-efficacy beliefs, outcome expectations and exploratory intentions. The study describe in this article explores the dynamics central to the intention to engage in career exploratory behavior to determine the extent to which a theoretical model explains such behavior on the part of high school students with learning disabilities.

To conduct this study, Ochs and Roessler administered surveys to students from various high schools in an unspecified mid-South metropolitan area. Of the survey

Comprehensive Career Planning and its Role in the Competitive Global Economy

respondents, 77 were students with learning disabilities between 16 and 19 years of age, and 99 were general education students. The researchers selected three surveys for the students to complete in class (with parental consent for those under 18), which were derived from the work of Betz and Vuyten (1997). The first was the Career Decision Self-Efficacy Scale-Short Form (CDSSES-SF), and its purpose is to assess a student's confidence in performing decision-making tasks by performing accurate self-appraisals, gathering occupational information, selecting goals, making plans to implement career decisions, and solving problems. The second survey, the Career Decision-Making Outcome Expectations (CDMOE) comprises the Academic Outcome Expectations (AOE) and the Career Outcome Expectations. The AOE assesses personal beliefs regarding the relevance of educational performance to career options, while the COE assesses personal beliefs regarding the relevance of career decision-making tasks to career decision-making. Lastly, the Career Exploratory Plans or Intentions (CEPL) form assesses plans of intentions to engage in behaviors relevant to making career decisions using a five-point response system. The scale ranges from "1=strongly disagree" to "5=strongly agree."

The results of the surveys indicated that placing the Social Cognitive Theory within a career context may provide guidelines for developing career assessment interventions for young people with learning disabilities. The CDSSES-SF and COE, though not the AOE, contributed significantly to exploratory intentions in both the special and general education samples, and in the special education group, career outcome expectations accounted for a greater portion of the variance explained. Additionally, the findings indicated a relationship between and among career self-efficacy beliefs and academic and career outcome expectations, all of which are related to career exploratory behavior intentions.

Ultimately, Ochs and Roessler recommend that the IEP team draw upon existing career education curriculum materials to involve the student in learning experiences that lead to improved career maturity. Furthermore, instructors can structure experiences that help young people with disabilities succeed in pre-career decision-making activities, participating in challenging career-related activities, and identify and resolve anxiety-provoking issues relating to making the transition from school to the adult world.

Comprehensive Career Planning and its Role in the Competitive Global Economy

“Perspectives on Transition Practices”

Dalun Zhang, Joy G. Ivenster, Li-Ju Chen, Antonis Katsiyannis, 2005

The study described in this article incorporates both middle and high school special education teachers in South Carolina school districts and draws upon the IDEA’s definition of transition, which includes: “a coordinated set of activities,” “outcome-oriented process,” “based on students’ preferences and interests,” and “promotes movement from school to post-school activities.” In 1991, a five year federal grant program was initiated to help state systems improve quality of transition assistance, the ability of stakeholders to work with youth in making successful transitions, working relationships among those providing transition services, and to create an incentive for accessing and using resources related to transition. Ultimately, the federal and local partnerships led researchers to develop and implement a variety of models to facilitated successful transition for youth with disabilities. The paper continues to examine the degree to which these transition practices were implemented by school districts.

- Transition Service Integration Model: combines available resources in several agencies to support students with disabilities as they make the final transition to adulthood during the final year of school. Agencies include public schools, rehabilitation agencies, and developmental disability systems.
- Teaching All Students Skills for Employment and Life: involves a three-level interagency transition planning process: a community-level team, school-level team, and individual-level team. General outcome: consumers seemed satisfied with this initiative.
- Project RENEW: provides comprehensive case coordination for participants’ ongoing education, employment, social and emotional development, and community adjustment. General outcome: participants involved in this initiative improved in high school completion, enrollment in postsecondary education programs, hours worked per week, and hourly wages.

Two materials were used to make the determinations in this study: the *Lead Teacher Survey* and *Transitional Personnel Survey*. Items included in the survey were service coordination, key stakeholders’ involvement, and linkages to service agencies,

Comprehensive Career Planning and its Role in the Competitive Global Economy

adult service agencies' participation, work-based experiences, school-based experiences, transportation, and transition service categories. In addition, the *Lead Teacher Survey* collected information on the participants' background, and the *Transitional Personnel Survey* collected information about district-level practices. The results of the survey were meant to address transition service delivery process, transition services, and experiences received by students, quality of school or district services, and the comparison of lead teachers and transition personnel ratings. The findings revealed that practices that were shown to directly relate to student success in postsecondary environments were not being widely adopted at the local school level, either because the programs have remained optional, or because they are being cut back.

“Access to Post-High School Services: Transition Assessment and the Summary of Performance”

Carol A. Kochhar-Bryant and Margo Vreeburg Izzo, 2006

This is another article introducing the benefits for the use of the Summary of Functional Performance (SOP), including the reduction of the barriers to transition. The article also showcases the work of the National Transition Documentation Summit in prompting a national dialogue, responding to questions from the field, and developing guidelines for field consideration.

In 2003 a group of stakeholders convened to initiate a dialogue about the forthcoming changes to IDEA 2004. This conglomeration, the National Transitional Documentation Summit, collaborated for two years to develop an SOP that would bridge the documentation gap between IDEA and Section 504 of the Rehabilitation Act and ADA. The goal of the summit was to develop a model template that would meet the new IDEA requirements for an exit summary and would be accepted by postsecondary institutions and employers as providing sufficient evidence of disability status and accommodation.

The conversation was extended to include a variety of national organizations, such as the Higher Education Consortium for Special Education and the Council for Exceptional Children, and ultimately resulted in a unified message for the field. The SOP template and guidelines that the group developed may be adopted and adapted by

Comprehensive Career Planning and its Role in the Competitive Global Economy

individual states. It promotes the engagement of students in the transition process and provides an opportunity for them to identify their own strengths and perceptions of what was useful for them in high school. The SOP template and guidelines are provided at the end of the Appendices.

According to the research, an effective SOP can reduce barriers to successful transition by identifying disabilities in early school years, providing appropriate guidance counseling and coordination in high school, and increasing service coordination and access to vocational rehabilitation to improve performance and persistence in post-high school settings. The SOP can also help youth with disabilities meet college entrance requirements, including suggestions for the student and family concerning the process of applying for essential financial aid to attend college, and improve access to technology to prepare students for employment and postsecondary education.

“The Evolution of Career, Vocational, and Transition Assessment: Implications for the Summary of Performance”

Pamela J. Leconte, 2006

A major piece of disability specific legislation, the required Summary of Performance (SOP) in IDEA 2004 was meant to contribute meaningful information regarding the transition of youth with disabilities. As mentioned in the paper, standardized definitions for transition assessment are difficult to come by, if they have been established at all. In 1997, the Division on Career Development and Transition of the Council for Exceptional Children posited that “transition assessment is the ongoing process of collecting data on the individuals strengths, needs, preferences, and interests as they relate to the demands of current and future working, educational living, personal, and social environments.” The “process” referred to comprises the identification of, and congruence between, the individual domain and the ecological domain (e.g. the student’s circumstances, relationships, situations, environments, and experiences).

Transition assessment began as an outgrowth of a career guidance and counseling services orientation, however, it runs the risk of being considered a testing event or compliance function of the legislation. Clearly the field still needs much clarification, as the use of the terms “appropriate measurable postsecondary goals,” and “age-appropriate

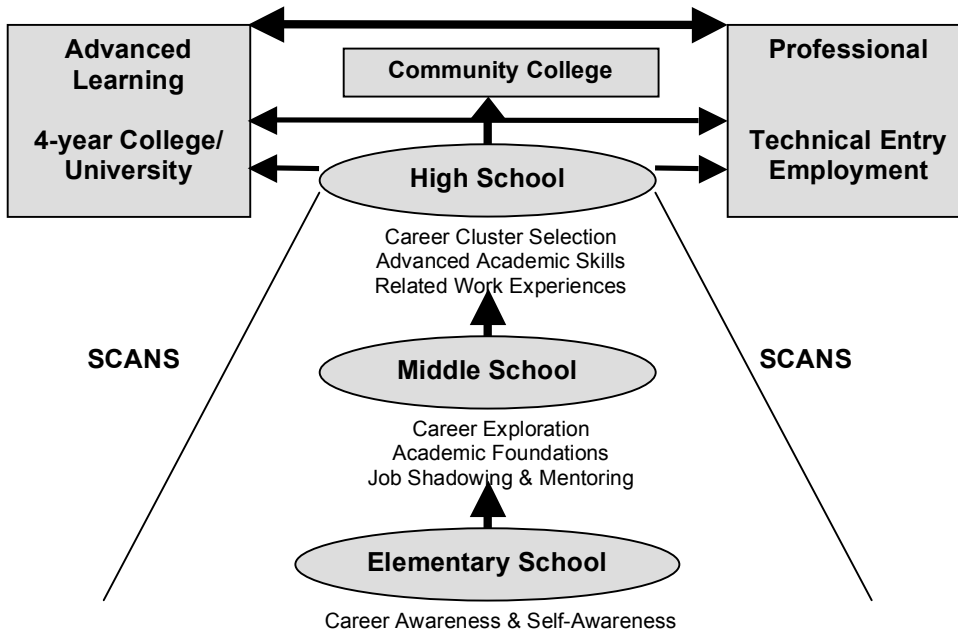
Comprehensive Career Planning and its Role in the Competitive Global Economy

transition assessments” remain points of disagreement among policymakers and implementers. “Vocational assessment” and “vocational evaluation” are also dissimilar terms.

Vocational assessment is a comprehensive process involving a multidisciplinary team with the purpose of identifying individual characteristics, education, training, and placement needs. Its three levels are “screening,” “exploration,” and ultimately “vocational evaluation.” Vocational evaluation seems to meet the requirements for many students with disabilities because it has been further defined as a comprehensive process that uses work as the focal point for assessment. The lack of appropriate vocational evaluation services can be attributed to the insufficient supply of qualified vocational evaluators.

It is crucial that high school students with disabilities receive both educational assessment *and* transition assessment: educational assessment only focuses on a student’s needs, not strengths, while transition assessment targets a student’s assets in addition to needs that must be met. The latter is also a person-centered process that allows complete participation by the student. Leconte’s article presents a chart, recreated in Figure 3, illustrating career pathways and transition decision points. Notice that all transition decision points require assessment and planning to provide options at the next level.

Figure 3
Career Pathways and Transition Decision Points



Source: Leconte, 2006, adapted from the Maryland State Department of Education, 1998.

The SOP, which is the focal point of this article, provides an opportunity to correct some of the misunderstandings and misuses of “career,” “vocational,” and “transition” assessment. It synthesizes the various assessments into one document that accurately captures who students are, what they want, and how they can achieve their goals. SOPs help educators, transition team members, and students to eliminate the otherwise haphazard assessment practices. A table outlining criteria for content to be included in the Summaries of Performance may be viewed in Figure 4.

Figure 4

CRITERIA FOR CONTENT IN SUMMARIES OF PERFORMANCE

Comprehensive Career Planning and its Role in the Competitive Global Economy

1. Information facilitates the transfer of critical information that leads to effective and successful participation in all postsecondary settings/domains: work, education, community, and home.
2. Information incorporates achievements and up-to-date academic, personal, career, and employment levels of performance.
3. Student goals are included and are provided as much as possible in the student's own language or terms (so that he or she will recognize and remember) and are based on current or recent assessment findings.
4. Information is based on direct, firsthand input from the student and other transition team members and stakeholders: teachers, parents, siblings, adult service providers, etc.
5. Data and information, including disabilities, are written in functional terms rather than psychoeducational or school system jargon.
6. Accommodations are presented in functional terms, preferably in the student's own language.
7. Content includes information specifically requested by (or which typically is required or used by) the student, adult service providers, postsecondary education and training personnel.
8. Information is written and or presented (in some cases, it could include photographs or illustrations) in ways that are easily understood and are immediately useful for students, adult service providers, postsecondary education personnel, and/or employers.
9. Artifacts, documentation, and other items that are attached are identified within the SOP content, preferably in a highly visible space.
10. Signatures by the student and other team members verify that the contents have been explained and agreed upon.
11. Information presents an accurate depiction of the student, even if additional space is needed—the form should fit the student, not the other way around.

Source: Leconte, Pamela J. "The Evolution of Career, Vocational, and Transition Assessment: Implications for the Summary of Performance." *Career Development for Exceptional Individuals*. 2006: 29; 114.

SOPs aid in the critical task of making assessment processes, including transition assessment, ongoing throughout school and life. Leconte's paper even exhibits the limitations of programs that were precursors to SOPs. Additionally, many schools are tied into state occupational information systems and use online assessments that may be difficult for students with disabilities to access. Now that transition assessment is included in federal law, it is the time for students, families, and transition team members to fully grasp its importance. The SOP requirement should stimulate this understanding.

Adult/Postsecondary

"Disadvantaged Adult Learners: Can Career Counseling Enhance Adult Education Program Effectiveness?"

Delight E. Champagne, 1987

Comprehensive Career Planning and its Role in the Competitive Global Economy

The earliest of the studies showcased in this Appendix, Delight Champagne's work determines the impact of career counseling, when added to adult education programming, on career patterns, selected self-perceptions, and job satisfaction of adult education students. The author identifies 11 variables that the research is based on:

- 1) Educational participation
- 2) Educational certificate attainment
- 3) Dependence on public assistance
- 4) Employment status
- 5) Self-satisfaction
- 6) Length of employment
- 7) Employment gains
- 8) Income
- 9) Job satisfaction
- 10) Length of unemployment
- 11) Job-hunting confidence

Prior to this 1987 article, studies had found that career maturity improves after career counseling interventions and suggested that career counseling improved the self-concepts of participants. Additionally, participants reported increased vocational maturity—which is associated with employment status—and self-concept. These conclusions are commonly accepted today, but allowed researchers like Champagne to segue into examining the various aspects that successful career planning must address, like those mentioned above.

In this study, Champagne identified former adult education students that participated in classes sponsored by the Regional Adult Basic Education Program in Vernon, CT. Of these former students, 336 completed and returned follow-up questionnaires regarding the program. While enrolled in adult education, some of the participants had been involved in voluntary career counseling, and this study sought to ascertain the long-term outcomes of that involvement. The paper notes that because this study was ex post facto, there is the possibility of outside influences on the variables, despite the efforts of the researchers. Additionally, a lack of random assignment here

Comprehensive Career Planning and its Role in the Competitive Global Economy

necessitates that responses be viewed with caution, and this study did not evaluate the comparative efficacy of various components of the career counseling program.

Based on the results of the questionnaire, the study concluded that career counseling may result in higher job satisfaction, participation in more educational programs and obtaining more certificates, and achieving more employment gains than adult education alone. It was also apparent that the career counseling program had a positive influence on satisfaction and educative behaviors. But, according to the responses, employment status between those who had and had not received career counseling was not significantly affected, indicating that job-hunting activities may need more emphasis.

“Identifying the Career Development Needs of College Students with Disabilities”
William E. Hitchings, 1998

This earlier work draws upon the Attitude Scale of the Career Maturity Inventory, conceptualized by J.O. Crites in 1978. Hitchings notes that the number of youths with disabilities entering postsecondary education has steadily increased over the years, hence the need to address their outcomes. The understanding of one’s disability and self-advocacy continue beyond the postsecondary setting into the workplace, where individuals must self-identify as having a disability in order to receive accommodations (as per regulations in the Americans with Disabilities Act). Individuals who are unable to explain their disability, fail to anticipate problems, or do not develop compensatory strategies may have trouble in their jobs. The purpose of Hitchings’ study is to determine:

- If students with disabilities can describe their disabilities, and what is the impact of their disabilities on educational and career goals?
- How do students with disabilities compare to their peers without disabilities in terms of their decision-making career process (henceforth abbreviated “CDM”)?
- Which resources and activities do students with and without disabilities use in their selection of college majors and in pursuit of their careers?

To collect the research, students with and without disabilities attending one of two liberal arts universities in the Midwest were surveyed about their experiences. Hitchings

Comprehensive Career Planning and its Role in the Competitive Global Economy

found that students with sensory, physical, or health problems were more specific about their disabilities than those with learning disabilities, and that 50 percent of all students with disabilities did not believe their disability would be a barrier to future employment. These results indicate that many college students with disabilities are not fully aware of the impact that their disabilities may have in terms of their career development. Furthermore, they have difficulty recognizing the influence of their disability in their CDM process.

After reviewing the research, Hitchings identified possible recommendations to improve transition outcomes for the postsecondary youth with disabilities. First, postsecondary education programs would include a self-advocacy component in their summer sessions or orientation programs specifically for students with disabilities. Institutions could also draw upon the students' IEP and create an Individual Career Plan (ICP). It would be beneficial for all students to have the opportunity to explore careers and occupations of interest, and it would be especially useful to students with disabilities if such opportunities were targeted directly to them. Lastly, while the student is still in high school, counselors and teachers could introduce him or her to the Life Planning Career Process (R. Walters 1992), which enable the student to identify career goals, obtain information, and establish timelines.

3) Full Citations to References in Appendix E

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F) National Guidance Resources

RESOURCE	WEBSITE	DETAILS
The 411 on Disability Disclosure: A Workbook for Youth with Disabilities [PDF Document]	Available at: www.ncwd-youth.info/assets/guides/411/411_Disability_Disclosure_complete.pdf	A publication from the Institute for Educational Leadership that introduces the reader to issues of self-determination, legislation, accommodations, and when and how to disclose a disability. Appropriate for all individuals with disabilities and their families.
America’s Career Resource Network (ACRN)	www.acrnetwork.org/	Information, resources, and guidance on career exploration from state and federal organizations. Appropriate for all members of the public.
America’s Career Resource Network Association (ACRNA)	www.acrna.net	A membership organization providing information and resources to help youth and adults make informed career decisions. Most appropriate for workforce development and educational professionals.
American Counseling Association	www.counseling.org	A national association that offers resources and publications, in addition to working in policy issues. Appropriate for professional counselors, counselor educators, and counseling students.
American School Counselor Association (ASCA)	www.schoolcounselor.org	A national association that supports efforts to assist students in academic, personal/social, and career development. The ASCA has also developed and published counseling guidelines, discussed in Chapter 5. Appropriate for professional school counselors.
Career and Technical Education National Research Center	www.nccte.com	A conglomerate of organizations and institutions to serve as a primary source of research-based information to improve the quality of career technical education in the U.S. Most appropriate for professionals involved in career technical education, counselors, and schools officials.
Career One Stop	www.careeronestop.org	A comprehensive source of career information including education and training, job searching skills, and salary information. Appropriate for job seekers, students, businesses, and career professionals.
Career Voyages	www.careervoyages.gov	An online resource from the U.S. Department of Labor that explores postsecondary education options and high growth, in demand occupations. Appropriate for students, parents, career professionals, and job seekers.
Center on Education and Work at the University of Wisconsin-Madison	www.cew.wisc.edu	A technical assistance center that works to improve career related learning and outcomes for all individuals, including those with disabilities. Appropriate for all youth and adults that need assistance in career transition and career development professionals.

Comprehensive Career Planning and its Role in the Competitive Global Economy

RESOURCE	WEBSITE	DETAILS
Consortium for Citizens with Disabilities (CCD)	www.c-c-d.org	A coalition of about 100 national disability organizations that work together as public policy advocates and provides information on legislative issues. Appropriate for professionals that work with disabilities and/or policy issues.
Council for Exceptional Children (CEC)	www.cec.sped.org	The largest international professional organization whose mission is to improve educational outcomes for gifted students, students with disabilities, and students with exceptionalities by setting professional standards, advocating for policy, and other objectives. Appropriate for exceptional students, their families, and the professionals who work with them.
DISCOVER Career Planning Program	www.act.org/discover/	A computer-based career planning program that serves as an assessment tool, virtual guidance counselor, and informational database that assists individuals in making career and educational decisions. Most appropriate for youth and adult students.
Division on Career Development and Transition	www.dcdt.org	A subset of the CEC that seeks to improve the quality of and access to career/vocational and transition services for individuals with disabilities. Appropriate for all individuals with disabilities that need assistance with transition services, and the professionals of career services.
The Education Trust (EdTrust)	www2.edtrust.org	An advocate of educational achievement whose activities span from participation in policy debates to assisting teachers in the classroom. EdTrust has a particular focus on diminishing the achievement gap. Most appropriate for all education professionals.
Encouragement Services, Inc.	www.esi.cc	An online resource center that hosts the Career and Postsecondary Encouragement Network (CAPE) for guidance assessments and other career tools. Appropriate for students, parents, and career professionals.
Freshman Transition Initiative	www.freshmantransition.org	This is the website of the Freshman Transition Initiative, a program developed by Rebecca Dedmond of The George Washington University. The goal of the Initiative is to promote self-efficacy in career planning among secondary school youth. Most appropriate for school administrators.
Guidance and Career Counselors' Toolkit [PDF document]	Available at: www.heath.gwu.edu/files/active/1/Toolkit.pdf	A handbook for advising high school students with disabilities to exceed in school and plan for postsecondary education or employment. Most appropriate for high school guidance/career counselors, teachers, and special educators.

Comprehensive Career Planning and its Role in the Competitive Global Economy

RESOURCE	WEBSITE	DETAILS
Guideposts for Success [PDF document]	Available at: www.ncwd-youth.info/assets/guideposts/guideposts.pdf	An online version of the publication that outlines what youth with disabilities and their employers need for success in the workplace. Appropriate for youth with disabilities, their parents, educators and career professionals, and employers.
HEATH Resource Center, the George Washington University	www.heath.gwu.edu	An online clearinghouse of resources on postsecondary education for students with disabilities. Appropriate for all individuals with disabilities, their families, and professionals in education or disability services.
The Job Accommodation Network (JAN)	www.jan.wvu.edu/	A free service of the Department of Labor Office of Disability Employment Policy (ODEP) to assist individuals with disabilities in increasing their employability. Appropriate for youth and adults with disabilities, and professionals in the disability, counseling, or career guidance fields.
National Alliance for Secondary Education and Transition	www.nasetalliance.org	A coalition of organizations and advocacy groups that represent general education, special education, career/technical education, youth development, multicultural perspectives, and parents. Its publications include toolkits and national standards. Appropriate for all students, families, and professionals involved secondary education or transition.
National Association of Workforce Development Professionals	www.nawdp.org	A national membership association that hosts conferences, disseminates information, and acts as the voice for the workforce development community. Appropriate for all workforce development professionals.
National Career Development Association (NCDA)	www.ncda.org	A national membership association for anyone with an interest or involvement in career development. The organization provides professional development activities, publications, research, information, advocacy, and professional standards. Most appropriate for students and professionals of career development.
National Center on Secondary Education and Transition (NCSET)	www.ncset.org	A technical assistance center that coordinates resources and disseminates information on the secondary education and transition of youth with disabilities. Appropriate for students and professionals in education.
National Collaborative on Workforce and Disability-Youth (NCDW/Y)	www.ncwd-youth.info	A comprehensive resource concerning employment and youth with disabilities that is a partnership of experts in disability, education, employment, and workforce development. Appropriate for all youth with disabilities and their stakeholders.

Comprehensive Career Planning and its Role in the Competitive Global Economy

RESOURCE	WEBSITE	DETAILS
National Consortium for State Guidance Leadership (NCSGL)	www.guidanceconsortium.com	A membership organization that shares ideas and resources across the guidance community and advocates for a variety of initiatives. Appropriate for guidance and counseling professionals.
National Dissemination Center for Children with Disabilities (NICHCY)	www.nichcy.org	A resource that provides information on disabilities in youth, education laws that relate to disability, and research-based effective educational processes. Appropriate any stakeholders of youth with disabilities.
National Dropout Prevention Center for Students with Disabilities	www.ndpc-sd.org/	A technical assistance center established by the Department of Education Office of Special Education Programs (OSEP) in 2004 to promote knowledge, interventions, and practices to improve states' capacity to increase school completion rates for students with disabilities. Appropriate for students, parents, school officials, and state and local education agencies.
National Organization on Disability (NOD)	www.nod.org	An organization that seeks to expand the participation and contribution of the nation's individuals with disabilities in all aspects of life. Appropriate for the general public, particularly individuals with disabilities.
National Rehabilitation Information Center (NARIC)	www.naric.com	An online clearinghouse of all aspects of disability and rehabilitation oriented information. Appropriate for the general public, researchers, and particularly individuals with disabilities.
National Secondary Transition Technical Assistance Center (NSTTAC)	www.nsttac.org	A technical assistance center established by OSEP in 2006 to improve transition planning, services, and outcomes for youth with disabilities by generating knowledge, assisting education agencies, building capacity, and disseminating information. Appropriate youth with disabilities, their families, school officials, and state and local education agencies.
Real Game Series	www.realgame.org	A game-like tool, often used in a classroom setting, that helps students understand the connection between what they learn in school and their future adult lives. The real life activities simulated include finding a job or moving to a new town. The Real Game Series is available in stages, so that it is accessible to students of all ages. Appropriate for all students, teachers, and schools.
Rehabilitation Counselors and Educators Association (RCEA)	www.rehabcea.org/	A national association seeking to become a preeminent membership organization for professionals to encourage professional growth that provide guidance to state leaders, and develop a professional journal. Most appropriate for professionals and students of rehabilitation counseling and education.

Comprehensive Career Planning and its Role in the Competitive Global Economy

RESOURCE	WEBSITE	DETAILS
Transition Coalition	http://transitioncoalition.org/transition/index.php	A dissemination center providing online information, support, and professional development on topics and issues relating to the transition of youth with disabilities. Appropriate for all youth with disabilities and their stakeholders.
World Health Organization, International Classification of Functioning, Disability and Health (ICF)	www.who.int/classifications/icfbrowser/	Provides access to the searchable ICF system, which classifies a disability in the context of the individual's functioning in his or her surrounding environment. Appropriate for the general public.