

**Public Policies and Career Development:  
A Framework for the Design of Career Information, Guidance and Counseling  
Services in Developing and Transition Countries**

**COUNTRY REPORT ON CHILE**

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## INTRODUCTION

This report describes how Chile organizes, manages and provides information, guidance and counseling services, and what are perceived to be the key challenges which it is facing to improve such services. In 14 OECD countries, and a number of other countries, similar reports have been prepared for a similar purpose: this report aims to complement those studies.

Information, guidance and counseling services comprise services 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. These may include services in schools, in universities and colleges, in public employment services, in companies, and in the voluntary and private sectors. The services may be on an individual or group basis, and may be face-to-face or at a distance (including web-based services). Within the report, the generic term “career guidance services” is used to describe this range of services.

Using a format adapted from the OECD studies, the relevant information has been collected with the help of: María Luisa Machado, Regional Director of UNESCO; Carlos Concha, Javier Pérez, Paola Chávez, Ana María Cabrera, Mónica Luna and Olga Salgado from the ChileCalifica Program; Pedro Montt and María Angélica Téllez from the Division of General Education of MINEDUC; Michel Fauré from OTIC PROFORMA; Paula Aburto and Lincoyán Zepeda from SENCE; Rubén Catalán, Luisa Gutiérrez, Silvia Valencia and René Valdivia from Benjamín Vicuña Mackenna School of the commune of La Florida; Licinia Pérez, Amada Cornejo and Renato Becerra from the OMIL of La Florida; and Claudio López from the CPC of Raúl Silva Henríquez Catholic University

The report also draws from visits made by the authors to a number of career guidance services, and from meetings with policy-makers, administrators and guidance practitioners (see Appendix). The authors would like to express their thanks to Gabriela Valero, for acting as interpreter during these visits and meetings. The views expressed in the report are those of the authors, based on the information and opinions supplied to them.

The report is part of a World Bank study which is also covering six other countries (Philippines, Poland, Romania, Russia, South Africa, Turkey). It is designed to contribute to the development and modification of policies and practices in career guidance services in Chile. It also provides a basis for comparison with policies and practices in these and other countries.

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**ABBREVIATIONS**

CASEN:	National Socio-Economic Identification Survey
CFT:	Technical Training Center
CPC:	Training Application Center
INE:	National Institute of Statistics
IP:	Professional Institutes
MESESUP:	Tertiary Education Development Project
MINECON:	Ministry of Economy
MINEDUC:	Ministry of Education
MINTRAB:	Ministry of Labor and Social Security
OMC:	Municipal Job Placement Office
OMIL:	Municipal Labor Information Office
OTEC:	Technical Training Organization
OTIC:	Training Intermediation Technical Organization
PIIE:	Interdisciplinary Program for Educational Research
SAFP:	Office for the Supervision of Pension Fund Administrators
SENCE:	National Training and Employment Service

## 1. CONTEXT

### 1.1 The Education and Training System

In the census of 2002, the population of Chile was 15,116,435 people. Of these, 13.4% were living in rural areas, and the rest — a considerable 86.6% — in urban areas (INE, 2003). Of the total population, 66.1% were aged under 39, and 42.1% under 24.

The total number of students in the education system in Chile, at all levels, is 4,020,548, which is 26.6% of the total population. Table 1 shows figures for the different educational levels, for the years 1990 and 2001. It also shows, for 2000, the proportion of the relevant age-groups who are in school at each level. This indicates that, in comparison with many other middle-income countries, Chile is at a relatively advanced stage of educational development, with near-universal coverage of basic education, and high levels of participation not only in secondary but also in tertiary education.

Educational Level	1990		2000	2001	
	Nº. of Students	% of Students	Participation Level	Nº. of Students	% of Students
Pre-Primary Education	220,396	6.9%	32.4%	287,296	7.1%
Primary Education (ages 6-14)	1,991,178	62.7%	98.6%	2,421,013	60.2%
Secondary Education (ages 14-18)	719,819	22.7%	90.0%	850,713	21.2%
<i>General Secondary Education</i>				474,641	11.8%
<i>Vocational-Technical Education</i>				376,072	9.3%
Tertiary Education			31.5% (of ages 19-24)		
<i>Technical Formation Centers (CFT)</i>	77,774	2.4%		53,895	1.3%
<i>Professional Institutes (IP)</i>	40,006	1.3%		86,398	2.1%
<i>Universities</i>	12,682	4.0%		321,233	8.0%
TOTAL	3,176,859			4,020,548	

The legislative basis for the educational system in Chile comprises the Organic Law of Education enacted in March 1990, and the Organic Law of Higher Education 1981.

According to these legal instruments, four educational levels are distinguished, all under the responsibility of the Ministry of Education (MINEDUC):

1. Pre-Primary Education
2. Basic (Primary) Education
3. Secondary Education
  - 3.1. Scientific-Humanistic Secondary Education
  - 3.2. Vocational-Technical Secondary Education
4. Post-Secondary (Higher) Education
  - 4.1. Technical Training Centers
  - 4.2. Professional Institutes
  - 4.3. Universities

The programs for continuous (lifelong) learning are, to date, based on co-ordination between the efforts of MINEDUC and of the Ministry of Labor and Social Security (MINTRAB), especially under the ChileCalifica Program financed by the World Bank.

Administratively, Chile is progressively sub-divided into 13 regions, 47 provinces, and 341 municipalities. MINEDUC is structured at three levels: national, regional, and provincial. Since 1980, administration of educational institutions has been largely de-centralized to municipal administrations (54%), private entities with state subsidies (37%), and non-subsidized private institutions (9%). The main tasks of MINEDUC include the setting of policies and programs, the definition of goals and standards, and the financing of municipal and subsidized private educational institutions.

Between 1990 and 1996, the Government implemented a series of projects and programs designed to improve equity and quality in subsidized education. In 1996 it initiated what has been called the Educational Reform, whose main features are (i) promotion of a full school day for every school (previously many operated on a split-day system), (ii) updating of all curricular contents, (iii) improvement of employment conditions for the teaching body, and (iv) development of special equity plans for schools with lower levels of performance. In general, career guidance services within the educational system are one of the responsibilities of MINEDUC, though its contents, structures and methods have become immersed in

the reform process in recent years: notably the changes in curricula, and the modifications in vocational-technical education including a complete re-shaping of its contents (reducing the former 500 vocational specialties of grades 11-12 to 46 specialties grouped in 14 occupational families), along with the reduction of specific technical-vocational education at secondary level from 4 to 2 years. These reforms have included improvement programs focused on students' exploration of their own environment, identification of personal skills and interests, critical exploration of information sources, group work and problem resolution (rather than repeating from memory), all of which have implications for guidance work. In spite of this, the extent of the career guidance services currently available in schools is still very limited.

Although levels of education for young people are now reasonably high, there are severe deficits with regard to adults. Around 4.5 million adults (39% of the total adult population) have not completed their basic compulsory 8<sup>th</sup>-grade education cycle, and a further 2 million have not completed secondary education. Around 500,000 adults (4.3% of the adult population) are illiterate – mainly older people, living in rural areas. Of the 7 million people in the labor force, only 8.7% have received some form of training under the earmarked training levy-rebate system operated by the National Training and Employment Service (SENCE) (see Section 4.4) or under other government-subsidized schemes.

Currently, a Program for Continuous Education and Training (ChileCalifica) is being carried out, to co-ordinate activities performed by MINEDUC, MINTRAB and the Ministry of Economy (MINECON) in the fields of adult learning, and technical education and training. This includes a career guidance element, mainly focused on developing a strong web-based career information resource and on related training and support for counselors.

MINTRAB, through SENCE, has been responsible for the development and promotion of training activities, directed to the employed as well as to the unemployed and under-employed. Career guidance for the latter groups is provided through the Labor Information Offices (OMIL), with a high degree of heterogeneity between the different municipalities. Since 2002 social training programs have included an initial guidance stage provided by separate Training Application Centers (CPCs), prior to the commencement of training activities.

## **1.2 Social structure, culture and economy**

In the last 15 years, Chile has maintained a development strategy focused on active participation in international markets, with an emphasis on the improvement of its export capabilities. The country's economic growth rate reached around a remarkable 7% in the 1990s, but has decreased in the last three or four years, mainly due to international economic factors.

The economic growth of the 1990s led to a significant decrease in the proportion of the population living in poverty, from 44% in 1988 to 21% in 2000, and also in the proportion in extreme poverty, from 22% to 8% in the same period. The unemployment rate in the 1990s averaged 6%, though it has exceeded 10% in some periods during the last three years.

Although there are no studies at national level on the number of people making their livelihood within the informal economy, data from the CASEN '98 Survey (MIDEPLAN, 1999) indicated that of the total of 5.9 million people included in the labor force for that year, 74% of the economically active population (PEA) were salaried workers, and an important part of the remaining 26% – around 700,000 people – were independent workers, many of them in the informal system.

The *per capita* income has doubled during the last 10 years, reaching US\$4,590 in 2001: this compared with US\$34,280 in the USA and with US\$6,940 for Argentina, US\$5,710 for Uruguay, and US\$1,890 for Colombia (World Bank, 2003). Nevertheless, one of the main socio-economic problems in Chile relates to the distribution of income, an area in which some regression has been experienced during this period.

From the point of view of social structure, there is a strong middle class in Chile, but in recent years social mobility processes in the country have stagnated, and been affected by processes of social exclusion which have proved unamenable to traditional social policies. In an aim to reach groups living in “hard poverty” situations, new social programs, innovative in their inter-ministerial design and intervention methodologies, have been launched during the last year or so.

This context has a direct effect on the general educational system as well as on training programs, and consequently on the career guidance services promoted by MINEDUC and SENCE. This includes an increase in demand for these services, both in schools and in the working population, including people entering the labor market for the first time.

Education and training are highly valued by people in a society where social improvement through skill development is receiving ever-greater acceptance. The Educational Reform process has placed education in the center of public debates once again, though the concern focuses mainly on teaching/learning issues, with little attention to date being paid to career guidance services at the basic (primary), secondary and higher (post-secondary) educational levels. Again, significant efforts have been made to broaden the coverage of training for young people and for the adult population, achieving some notable successes, but without promoting, so far, an improvement of the career guidance and employment counseling system.

Currently, however, there is a window of opportunity for improved career guidance services, signaled by two developments:

- a. In 2001, Law No.19,728 relating to unemployment compensation was approved, including a mandatory requirement for the unemployed to consult employment counseling and intermediation services before receiving this benefit.
- b. Since March 2002, the Continuous Learning and Training Program “ChileCalifica” has promoted co-ordination between the efforts of MINECON, MINEDUC and MINTRAB, providing opportunities for joint experimentation in the field of career guidance and employment counseling services.

## **2. OVERVIEW**

In Chile, career guidance services at national level are under the responsibility of MINEDUC and of SENCE, a decentralized public service accountable to MINTRAB. Since 1976, the municipalities have played an important role at local level.

### **2.1 History**

The first references to guidance and counseling services at an institutional level in the administrative sphere of MINEDUC were in the 1930s. In 1945, a Department of Counseling was created within MINEDUC.

Since then, this function has experienced several changes and adjustments, in terms of programmatic definitions as well as in terms of organization and structure at ministerial level. Since the 1960s, the counseling activity at school level has experienced some renovation within the various reform processes undertaken during this period, becoming a permanent function.

At present, within the framework of the Educational Reform promoted since 1996, the counseling activity has been incorporated within a new curricular structure called “Fundamental Goals and Minimum Contents”, as one of its “transversal” components, designed to cut across the various subjects, in primary as well as secondary education; it is also included in classroom guidance activities run by homeroom teachers, which in some years have a formal time allocation within the curriculum. At post-secondary education levels, MINEDUC has no competence to control these kinds of services, so they are left to the discretion of each tertiary education institution, whether it be a technical training center, professional institute, or university.

The transversal components of basic (primary) and secondary education concerning activities in the field of counseling are defined in broad generic terms. The various regulations concerning the general role of counseling in schools have covered a wide range of activities, both at the structural-organizational level and in

the role of the professionals that carry out these functions in the school. The functions include:

- a) Career guidance and vocational counseling.
- b) Family counseling.
- c) School mediation.
- d) Support for the process of personal development.
- e) Prevention of addictions.
- f) Preparation for selection tests to higher education.
- g) Assistance to other teachers and school personnel.

The specific tasks of career guidance are thus just one of a number of themes. It is also important to point out that at a structural level within MINEDUC there has since 1994 been no formal unit that specifically concentrates on planning, design, support, monitoring and control of counseling activities at school level.

In the last few years MINEDUC has devoted attention to the generation of printed and on-line information related to options for learning continuity at post-secondary level, although this information is not at present systematically linked to a work plan for dissemination of the information within schools.

It is only since the creation of SENCE in 1975 that systematic activities concerning career guidance, sometimes including employment counseling, have been carried out with adults. However, SENCE only has responsibilities for design, monitoring and evaluation of the career guidance and employment counseling activities carried out by the Labor Information Offices (OMILs), known until 1986 as Municipal Job Placement Offices (OMCs), with no direct participation in their guidance activities.

OMILs, like their predecessors the OMCs, depend directly on the wishes of each municipality. Municipalities are not obliged to create such a structure, and accordingly their number has fluctuated over time, as has their internal structure and mode of functioning, often influenced by a mayor's preferences, or by growth or reductions in unemployment rates.

## 2.2 Main providers

- *Describe the principal current service providers, indicating the extent to which the provision of career information, guidance and counseling overlaps or is integrated with other services.*

In MINEDUC, policies relating to career guidance are merely of an advisory nature, reinforced by the fact that since 1981 the Ministry has not held direct administrative responsibility for any primary or secondary education institution, all such institutions having an autonomous administration either at municipal or at private level.

Thus although the Teaching Body Statute of 1991, which determines the labor relations between teachers and the state, includes reference to the school counselor as a professional who assists in the tasks of the school, this does not mean that every educational institution at secondary level has such a professional, nor all school counselors in post are appropriately qualified.

Little systematic information is available on the extent and effectiveness of counseling activities in primary and secondary schools. The only reliable information is from a sample study carried out for MINEDUC within the Interdisciplinary Program for Educational Research (PIIE) (Rossetti et al., 2002). This found that 80% of the responding schools in the sample had guidance counselors, and that 64% of these had been specifically trained for the position. The same study also found that although specific career guidance and vocational counseling activities demand a significant percentage of the guidance counselors' time, these activities are intertwined with a multiplicity of other activities and objectives (unfortunately, no data were provided on the distribution of time between these tasks).

At present, a system of career guidance and vocational counseling is being tested in a number of selected schools, as an experimental model, as part of the ChileCalifica Program (see Section 3.2).

At post-secondary level, where the Ministry of Education has a more indirect role, the activities of career guidance and vocational counseling are carried out by each institution in an autonomous way, and little information is available about it. Generally speaking, it can be said that this activity is performed at two main stages:

- At the point of entering higher education, where some institutions provide information services for secondary students, mainly related to promoting their own educational offers.
- At the point of graduation, where some institutions provide help to students in identifying training possibilities, and placement into the world of work .

However, these kinds of activities are not widespread, and there is no nationwide model for them.

Services related to career guidance provided by SENCE include:

- a) Through its Unit of Employment Intermediation, SENCE provides labor market information and technical assistance to the OMILs. During the last 12 years, this work has undergone many changes, but basic lines of development include:
  - Assistance with the purchase of informatic equipment and development of specialized software.

- Technical training for the OMILs' professional, technical and administrative staff.
- Development of standardized handbooks for use by those providing services to the public, with emphasis on systems for job identification and vocational counseling. These cover issues like: (i) identification of a typology of users of career guidance and employment counseling services, (ii) guidance for independent workers, (iii) specific issues related to the needs of vulnerable groups – young people, women, older people, and disabled people, (iv) management of information about the labor market, etc.

Regrettably, the increased municipal autonomy in the administration of the OMILs during the past 3 to 4 years has not permitted SENCE's Unit of Employment Intermediation to maintain detailed up-to-date statistics on their level of functioning, along the lines of the data that were collected regularly up to 1995.

- b) The web site "Infoempleo" (<http://www.infoempleo.cl>) has been in operation since 1997, progressively concentrating the efforts of public sector in the field of on-line job placement.
- c) Since 2002 SENCE's Department of Social Training Programs, involving around 40,000 persons per year, has initiated a new system of selection and initial advice for participants in its various social training programs, provided by separate Training Application Centers (CPCs); this includes some career guidance and employment counseling. This new service operated as a pilot system during 2002, and is being extended to the whole country from 2003 (see Sections 4.5 and 4.6).

Law No.19,728 of 2001 provides the legal basis for the unemployment compensation provision supervised by the Office for the Supervision of Pension Fund Administrators (SAFP), accountable to MINTRAB. Thus the unemployment compensation scheme, which includes contributions from the individual, the employer and the state, is managed through the pension funds of private companies. It provides a wage-related subsidy for up to five months (previously the only benefit available was a low fixed-sum subsidy, based solely on worker contributions, which decreased every four months, up to a maximum of one year). Although the new law has been effective from the middle of 2002, it has not yet resulted in any unemployment compensation being paid: such payments are likely to start at the end of 2003. Article 28 of the Law provides that unemployed persons lose access to this benefit if without good cause (e.g. for health or travel-to-work reasons) they refuse a job offered by OMIL, which has the responsibility for providing career guidance and employment counseling to all potential beneficiaries. This may result in the expansion of the OMILs, to make them more accessible throughout the country.

## 2.3 Division of responsibilities

- *Indicate how responsibility both for managing and for funding information, guidance and counseling service is divided: between different ministries, different levels of government and other providers.*

MINEDUC has the primary responsibility for dictating norms and defining policies in the educational field, at pre-school, primary, secondary and post-secondary levels, and also contributes directly to their financing. Responsibility for the execution of activities proposed by MINEDUC falls on the administrators of the educational institutions, whether municipal or private.

MINTRAB, through SENCE, has the goal of promoting career guidance and employment counseling services for young people or adults outside the educational system. In order to do so, it develops its own policies. But direct service delivery is performed by the municipalities, through their respective OMILs.

The Unemployment Compensation Administrative Unit, dependent on SAFP, is working together with SENCE to adjust the functioning of the OMILs to the standards of the Unemployment Compensation Law concerning employment counseling services.

## 3. POLICY FRAMEWORK

### 3.1 Legislation

- *How important is legislation in steering information, guidance and counseling services in your country? Please briefly describe the main pieces of legislation that directly affect information, guidance and counseling services, quoting any short key extracts that are particularly important.*

From the legal framework viewpoint, career guidance activities are directly linked to statutory provisions related to the education (MINEDUC) and labour (MINTRAB) sectors, as will be briefly described below.

#### ***Educational sector***

- *Organic Constitutional Law of Teaching No.18,962, 3/10/1990*

**Article 2** Education is the continuous process covering different stages in the life of persons, aiming to reach good moral, intellectual, artistic, spiritual and physical development, by means of the transmission and cultivation of values, knowledge

and skills, within the framework of our national identity, enabling persons to live together and to participate in responsible and active ways in our communities.

**Article 8** Secondary education is the learning level offered to the school population that has graduated from the primary level, and has the goal to provide students, by means of a systematic educative process, an adequate understanding of minimum obligatory contents defined accordingly to this law, in order to promote personal betterment, allowing them to assume their commitments to family, community, and national culture and development.

This educational level facilitates students to continue their formal learning process in post-secondary education, or to be integrated into the world of work.

**Article 18** It is the function of the President of the Republic, according to a Supreme Decree issued by the Ministry of Public Education, and after a favorable report provided by the Superior Council of Education referred in article 32, to establish the fundamental objectives for each year of primary and secondary education, as well as the minimum obligatory contents that will permit the achievement of such objectives, all of which will be published in the Official Paper.

Educational institutions are free to determine the study plans and programs they consider most adequate to the fulfilment of such objectives and minimum contents for the year, along with other complementary contents they may include.

- *Decree No.240 on the Fundamental Objectives and Minimum Contents of Primary Education, 9/16/1999*

According to this decree, school counseling is one of 8 “learning sectors”. In the 5<sup>th</sup> and 6<sup>th</sup> grades (with children aged 11 and 12) counseling is considered a sub-sector, with no mandatory hours. For the 7<sup>th</sup> and 8<sup>th</sup> grades (children aged 13 and 14), counseling is defined as a sector, with two hours per week devoted to it.

- *Decree No.220 on the Fundamental Objectives and Minimum Contents of Secondary Education, 5/18/1998*

This decree is an extensive reference on the Transversal Fundamental Objectives of Secondary Education, which are basic school advisory activities, not directly related to the activities of counselors, and without setting aside specific time for them in the school day.

- *Law No.19,070 on the Teaching Body Statute of 1991*

This law, which regulates the labor relationships between MINEDUC, the direct employers and education professionals, establishes school counseling as a higher-level technical-pedagogical function.

- *Circular 600, of 16/2/1991:*

This is the only specific guideline issued by MINEDUC in the last 15 years concerning the school counseling field. It established minimum functions and tasks for school counseling activities at national, regional, provincial and communal levels, and even for each educational institution, but maintaining a broad approach to counseling, rather than deepening into the field of career guidance. Within the framework of the Educational Reform, this circular has been relegated in importance.

### ***Labor sector***

- *Law No.19,518 of 1996 established the New Statute of Training and Employment, and the functioning of SENCE.*

**Article 1** The system of training and employment established by this law has the goal of promoting the development of labor competence amongst workers, in order to contribute to an adequate level of employment, and increase the productivity of workers and companies, as well as improving the quality of processes and products.

**Article 3** In the area of employment promotion, the system considers actions oriented to stimulate the development and improvement of employment information and counseling mechanisms, as well as technical advice and supervision of organisations that perform such functions.

**Article 7** Employment counseling is defined as the process of delivering information, application of technical instruments, and giving advice that eases the choice of a profession, activity or occupation, as well as the delivery of information that allows adequate training programs, and the entities instructed to provide it.

**Article 72** MINTRAB, through the respective National Service, will be in charge of supervising the full observance of technical and legal rules that control the functioning of Labor Information Offices.

For best achievement of this goal, the National Service will consider information about OMILs' functioning provided by committees formed by representatives of workers and employers.

**Article 73** Every Municipality can have a Labor Information Office, that besides performing the duties pointed in Article 7, will have the following functions: 1. to receive offers and applications for jobs and training in the municipality; 2. to inform and advise eventual beneficiaries of training programs; 3. to relate job offers to applicants; 4. to verify documentation of offers and applicants, as well as job requirements, according to technical norms issued by the National Service; 5. to send a periodic report with information on job and training offers and applications

to the National Service and any other public institution that requires it; 6. to perform the functions of employment counseling indicated by the National Service.

The National Service, through their Regional Directions, will propose technical norms and will co-ordinate initiatives on matters related to this article.

**Article 74** Municipal Offices of Employment Intermediation cannot refuse, explicitly or implicitly, to provide their services, and will not commit any kind of discrimination in doing their work.

**Article 83** The National Training and Employment Service (SENCE) will have the following functions and duties:

.....

d) Provide employment counseling to workers in accordance with this law.

**Article 86** Without detriment of instructions, resolutions or measures issued by the National Director to the Regional Directions, these organizations will have, in the area of their respective regions, the following special functions:

.....

c) Give advice to the Labor Information Offices.

- *Law 19,729 about Unemployment Compensation, 4/19/2001*

**Article 28:** The jobless worker will have no right to the benefit considered in this paragraph, or if granted it will cease, if he or she refuses, without justified cause, the position the respective Labor Information Office offered him or her, provided that it allows him or her to earn a remuneration equal or superior to 50% of his or her former job salary.

### 3.2 Objectives and goals

- *What are the key objectives and goals of national policies for information, guidance and counseling services in your country? Please indicate any differences in objectives and goals that might exist between Ministries.*

Both in MINEDUC and MINTRAB/SENCE, specific topics related to career guidance services have not been accorded a very high priority in the context of the wider activities of these organizations during the last few years.

MINEDUC has centered its efforts during the greater part of the 1990s and up to the present on an ambitious program of educational reform, with special emphasis on the improvement of the learning processes of students at pre-school, primary and secondary levels.

SENCE, after a modification of its organic law enacted in 1996, has focused on two major issues amongst national priorities: widening the coverage of training programs for employed individuals, and insertion of the unemployed into jobs.

These priorities have meant that no systematic definition of permanent objectives and goals for the field of career guidance and employment counseling, which could form a solid base for further actions, has been developed to date. However, a number of recent developments have led to increased interest in this area. These include the setting up of the unemployment compensation system, and the modifications in social training programs organized by SENCE.

Particularly significant is the agreement between MINECON, MINEDUC and MINTRAB to initiate the national program of continuing education and training, ChileCalifica. The program, supported by a World Bank loan, is primarily designed to strengthen articulation between, on the one hand, grades 11-12 of technical-vocational secondary schools and, on the other, technical and vocational education within the post-secondary education system, including their links with the labor market. It includes more broadly-based components designed to develop a new web-based career information system, plus related training and support for strengthening the place of career guidance both within the role of school counselors and within the work of the OMILs and other employment intermediation agencies.

### 3.3 Targeting

- *Are services targeted at particular groups (e.g. school students; young people; tertiary education students; unemployed people; those receiving social welfare benefits; refugees; members of ethnic minorities)? What is the rationale for such targeting? How are such priorities or targets expressed?*

For MINEDUC, the priority population groups for guidance services are students in primary and secondary education, students in other areas of formal education, and adults in non-formal education programs. Special attention is devoted to career counseling at the end of basic (primary) education (grades 7 and 8), in order to assist selection of a secondary education institution, especially concerning technical education opportunities available in grades 11 and 12 of secondary education.

From the viewpoint of SENCE, the main target groups in the area of career guidance and employment counseling are unemployed and underemployed persons, and within this group, young persons between 14 and 28 years old, and head-of-family women.

Both for SENCE and MINEDUC, there are no legal mandates to prioritize the above-mentioned categories.

### 3.4 Influences

- *What are the major social, educational and labour market influences that are currently shaping national policies for information, guidance and counseling services?*

In the context of a rising national debate on these matters, topics that are currently shaping public policies in the field of career guidance services include:

- An almost universal acceptance of the need for continual updating of knowledge, skills and working competences, in order to adapt to an unpredictable environment of rapid social, economic and cultural changes.
- The process of political and economical integration promoted by the Government of Chile (association with the EU, free trade agreements with USA, Korea and other commercial entities), which exerts pressure for enhanced human resources.
- Increasing unemployment rates during the last 4 years.
- Increasing demand from the public for broader and better career guidance services.
- A widespread perception of labor instability, particularly among the young population.

### 3.5 Funding methods

- *What method(s) does the government use to fund information, guidance and counseling services?*

Both for MINEDUC and MINTRAB/SENCE, the main financial sources are funds direct from the national budget, although these funds – to date – are neither substantial nor clear (see Section 3.7 below).

At present, there is an open debate on this topic, in which the funds granted by the World Bank for the setting of the ChileCalifica Program (see Section 3.7) have special importance, even though the resources directed to the career guidance component are not very extensive. The issue is whether some earmarking of funding is important for the sustainability of this component of the program.

### 3.6 Individual payment

- *Are individuals required to meet some of the costs of government information, guidance and counseling services? If so, what sorts of clients are asked to pay, and what is the typical level of fees charged?*

Public career guidance services are provided free of charge to individuals.

### 3.7 Financial data

- *Describe what cost and expenditure data are available to government – for example, on the relative costs of different delivery methods, or the costs of achieving particular outcomes, or the costs of providing services to particular types of clients – when making policies for information, guidance and counseling services.*

As long as direct career guidance services are provided by decentralized entities not directly dependent on MINEDUC or SENCE, it is not possible to give figures related to this point.

*Provide the best available estimates of the cost (most recent year) to governments of providing information, guidance and counseling services. If possible, provide information on: the ways in which this cost is divided between different Ministries and between different levels of government; trends in costs over time; and costs broken down by type (for example: staff costs; information production costs; capital and equipment costs). If such data are not available, indicate why.*

In the MINEDUC budget, there have been no specific data on the costs of counseling services, since resources are allocated to each educational institution as a general *per capita* subsidy, whose amount varies between primary, general secondary and technical secondary education. From this total sum, each school's administrator is free to decide how much money is assigned to the counseling area.

Within the framework of the ChileCalifica Program, it is possible to identify for 2003 a specific budgetary item covering career guidance of \$542 millions (approximately US\$752,000), which comprises 3.2% of the total costs of the project for that year. In addition, \$3,838 million (US\$5.3 million) are being transferred from MINEDUC to SENCE for the execution of the project's components that are under its responsibility, though the proportion of these resources are to be used in the specific area of career guidance have not so far been identified.

SENCE provides an historical series of budgets for OMILs between 1999 and 2003, though this series does not show how much the 200 municipalities that have OMILs have spent at local level specifically on career guidance and employment counseling services.

YEAR	Budget in thousands \$ OMILs Strengthening Program (A)	SENCE General Budget (B)	(A) as % of (B)
2000	66	14,229	0.5%
2001	205	15,155	1.4%
2002	41	16,540	0.2%
2003	41 <sup>1</sup>	17,743	0.2%

<sup>1</sup> Does not incorporate the transfer from MINEDUC to SENCE of the ChileCalifica Program, since the amount of resources for the career guidance and employment counseling services of SENCE has not yet been defined.

#### 4. THE MAIN GUIDANCE SERVICES

##### 4.1 Schools

- *At what stages within schools are key decisions made between levels and fields of study? To what extent are these decisions made by schools on the basis of tests and other assessments, or by students and parents supported by guidance? Where the latter is the case, how is the guidance provided, and by whom?*

In the pre-school educational stage, dependent on the National Board of Kindergarten (JUNJI, a public decentralized organization dependent on MINEDUC) and the INTEGRA Foundation (a private entity dependent on the Ministry of the Interior), there are no policies on career guidance.

It is at the primary or basic educational level (i.e. compulsory grades 1-8) that these functions effectively begin, performed mainly by the Counseling Unit in each school. Advice at this stage is related to the fundamental objectives defined in the Educational Reform. Within this framework, the objective proposed for the 5th and 6th grades is: "To notice factors easing or hindering personal insertion in several types of social groups." In the 7th and 8th grades, where there are two specified hours per week for classroom guidance, the defined transversal objective is more directly related to career guidance: "To identify expectations about the future, in the personal, affective, familial, school and employment fields, recognizing that present attitudes and decisions will favour or hinder the process of personal development." In principle, those fundamental objectives should cross the entire curriculum.

There is a crucial phase in the 7th and more especially the 8th grade, when students must define the lines of continuation of their (non-compulsory) secondary education. What usually happens in this period is that the homeroom teacher (*profesor jefe* – literally, chief teacher), assisted by the school counselor, talks with

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the students. Two hours per week are set aside for classroom guidance of this kind. But career education and guidance provided by school personnel can vary a great deal from one school to another, even within the same local area, both in municipal and private subsidized institutions.

The secondary education stage in Chile starts at age 15. It comprises a common period (for general as well as technical education) of two years (9<sup>th</sup> and 10<sup>th</sup> grades), after which students staying on at school must choose the orientation of their subsequent two years of study, whether general secondary or vocational-technical education. Throughout grades 9-12 at least one period per week is devoted to classroom guidance activities.

In general, there are no standards for evaluation of guidance services in secondary education, nor generic procedures capable of being standardized, except for the handbooks of the Asignatura Juvenil (Youth Issues) Program, which guide teachers on relevant classroom activities (they were based on a survey of the concerns of young people (MINEDUC-CIDPA, n.d.)). This program includes content on entry into the world of work and life in society for grade 12 of secondary education. It has not caught up with changes in secondary education structures, under which key course choices are now made at the end of grade 10.

Common working methodologies for school counselors involve indirect actions, including providing support to the work carried out by teachers, especially the homeroom teachers of each class (the national policy is for a maximum class size of 45, though this may not always be achieved in practice). As noted in Section 2.1, however, school counselors are expected to carry out a wide range of activities. The topic areas include:

- Career counseling.
- Drug abuse prevention.
- Personal development of the student.
- Sexuality and affectivity.
- Values.
- Promotion of good relations in the school community.
- Learning difficulties.
- Prevention of adolescent pregnancy.
- Prevention of school violence.
- Environmental concerns.
- Civic participation.

All these tasks fall within the sphere of the school counselor, at least in terms of planning and offering support, and many of them are performed directly by him or her.

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At present, counseling activities have particular importance at two stages within secondary education: when students have to choose between general or vocational-technical lines when passing from the 10<sup>th</sup> to the 11<sup>th</sup> grade, and when they graduate from secondary studies after completing the 12<sup>th</sup> grade. The preferred option for most students at the latter point is to enter post-secondary education, but nearly 45% of them do not achieve this, and instead enter the world of work. Despite this, guidance programs in general secondary schools in grades 11-12 tend to focus mainly or exclusively on college entrance. This is reinforced by the general lack of contact between such schools and the labor market (though cf. below).

There are no standardized assistance materials or psychological tests for counselors to use at these stages.

Career guidance services differ considerably between municipal, subsidized, and for-profit schools, the latter being widely recognized for the superior general quality of their services.

Municipal education, after more than 20 years of decentralized administration, continues to show much variation in administration models and even in the basic educational services they provide, and this inevitably impacts on the field of school counseling.

- *Do schools have teachers or other staff with a specific responsibility for career education and guidance? What is their role? How much time do they have to carry out this role?*

As defined in the Teaching Body Statute, each primary or secondary educational institution must have a school counselor specifically trained for the job, as detailed in Section 5 below. Many schools have such a professional, but others do not, or the person who performs such functions may not have had the appropriate training.

- *Do any specialist career guidance professionals visit the school from outside? What services do they offer? How much time do they spend within the school?*

There are no external professionals who systematically visit schools to assist career guidance activities.

During 1999 and 2000, there was a pilot program in 27 schools promoted by MINEDUC and SENCE that tried to relate activities performed by OMILs to the work of school counselors in secondary institutions within their municipalities. These included talks in schools by OMIL staff on labor market trends; joint programs to help school drop-outs to mix school and a job; access to school reports for OMIL staff seeing recent school-leavers; plus (to a lesser extent) OMILs acting as brokers between schools and employers (to arrange talks, work visits,

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etc.). Although the evaluation of the first stage of the program was positive, it was subsequently cancelled in the light of the imminence of the ChileCalifica Program. Nevertheless, this experience has proved useful in the design of activities for this program.

It is a common practice for secondary school counselors to liaise with professionals from higher education institutions who provide information about careers and study options to 11<sup>th</sup> and 12<sup>th</sup> grade students, as a form of assistance to their career guidance programs. These activities are mainly designed to promote the courses offered by the institutions concerned.

In vocational-technical schools, too, it is usual to have visits from external collaborators from companies where students are to carry out their work-experience periods.

- *Are separate career education lessons a normal part of the school curriculum? If so, for each school grade, please indicate whether or not such lessons are required and the usual number of hours per year.*

Until now, no separate career education lessons have been incorporated in the curriculum of formal education, on a systematic or extensive basis. This does not mean that individual schools or groups of schools may not have developed such programs on their own, perhaps through collaboration agreements with higher education institutions or local employers, or through the setting up – at community level – of advisory councils formed by businessmen to promote educational development, especially at the vocational-technical secondary education level.

- *If separate career education lessons are not provided, are policies in place to integrate career education into other subjects*

Through the “transversal fundamental objectives” (see Section 2.1), an open opportunity is left for schools to freely incorporate contents or methodologies from the field of career education and guidance. This kind of content is usually provided in extra-curricular activities, mainly through classroom guidance activities, with the assistance of materials provided by the Youth Issues Program (see earlier in this section). Other activities may be identified in different subjects, in order to reinforce students’ interest in the continuation of studies in areas covered by these subjects.

These counseling activities are also frequent in vocational-technical secondary institutions (especially around the time when they are undertaking their work-experience periods), as well as in adult education.

- *Are periods of work experience required as part of the secondary school curriculum? For each school grade, please indicate whether or not such work experience is mandatory, and how many days per year are usual. If it*

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*is not mandatory, or is confined to certain types of schools, please indicate (or estimate) the proportion of students who undertake such work experience.*

Work-experience periods are mandatory only in vocational-technical secondary education. There are two ways for educational institutions in this level to operate work-experience periods:

- a) An (average) 6-month full-time work-experience period, taken in the 13<sup>th</sup> school year. In 2000, 366,000 students (44.5% of students in this kind of education) were working under such arrangement.
  - b) "Alternate learning", corresponding to 2 days of work experience per week, during the 11<sup>th</sup> and 12<sup>th</sup> grades: this must be completed with the above-mentioned period in the 13<sup>th</sup> grade.
- *What is the extent of access for school students to other types of career information, guidance and counseling services (e.g. one-to-one counseling; careers fairs; career libraries; internet or computer-based programs)?*

Unfortunately, schools do not have systematic career libraries: materials on college entrance are usually kept in the school counselor's office and/or in the school library (both of which are often very cramped). Students are able to access some information services via internet providers, many of them exhibiting the different offers available from post-secondary educational institutions. Thanks to the Red Enlaces program, almost every educational institution is connected to the internet. Its potential for career information remains largely unexploited, though the ChileCalifica Program is planning to devote significant resources to this area.

In addition, visits, talks and education fairs may be organized. In general secondary schools, however, these tend to be exclusively from representatives of universities and colleges rather than of employers. Few if any opportunities are available in such schools to explore the world of work in a direct way.

#### 4.2 Tertiary education

- *Please describe information, guidance and counseling services that are provided within tertiary education: on entry, during courses, and on exit.*

There are 24 public universities, 38 private universities, 51 professional institutes and 112 technical training centers in Chile. There is no standard pattern for career guidance in these institutions. Each institution generates its own strategies. In many cases these activities are directly related to student admission processes; in other cases they concentrate on the final year, when it may be mandatory to take a work-experience period. In general, the older public universities and the professional institutes have the most developed guidance programs.

- *Are they a normal and standard service within tertiary institutions or are they only provided in some institutions?*

MINEDUC does not play any significant role in the definition of contents, methodologies or any other aspects of the activities of tertiary education institutions.

Some universities, CFTs and IPs have designed their own career information and counseling services for students, but there is no centralized record that provides a global overview of their functioning and results.

- *Are career guidance services normally provided separately from or together with personal and study counseling services?*

In tertiary education institutions, these services are usually provided on an integrated basis, even though – as stated above – there is no systematic record of such activities.

More systematic activities are related to students' application process within admission periods, where applicants are usually guided by other (older) students, specifically recruited for this purpose, who provide them with the information they need.

- *Are they normally provided separately from or together with job placement and graduate recruitment services?*

Different tertiary education institutions have very diverse methods to assist work-experience periods or job placement for their students, and even within the same institution each faculty or department may have its own strategies.

Where they are available, these services are provided by the same unit that offers career guidance services.

### **4.3 The public employment service**

- *What information, guidance and counseling services are provided by the public employment service? Do they include career guidance services?*

SENCE is the institution with the main responsibility for assisting and promoting general career guidance and employment counseling activities for out-of-school young people and adults in Chile. It does not directly provide these services itself, but works through municipalities' OMILs and, most recently, through Training Application Centers (CPCs) (see Sections 4.5 and 4.6).

This generates a very decentralized system. Currently, there are OMILs in approximately 233 out of the total of 341 municipalities, though their level of functioning varies considerably. All provide job-placement services; 45 also provide some employment counseling services. It is possible, however, that the urgency of starting the system of employment compensation with the active participation of the OMILs (see Section 2.2), together with the support from the ChileCalifica Program (see Section 3.2), will lead to higher levels of integration of career guidance and employment counseling activities.

Some OMILs also incorporate guidance elements in other programs. An example is help in setting up small enterprises. This may be linked to implementation of a new Family Enterprise Law which is encouraging households engaged in selling services or products within the informal economy to secure licenses for these activities, so registering them as part of the formal economy, with access to some training and support services.

- *What types of clients typically seek/receive assistance from such services? To what extent are the services accessed by employed as well as unemployed people?*

The usual beneficiaries are unemployed or underemployed people, or persons involved in informal economic activities. Inside these categories, young people and women have special priority.

- *Are some clients required to take part in guidance and counseling activities in order to retain access to unemployment and/or social welfare benefits? If so, who?*

It has been common during the last 12 years, especially through social training programs, that persons applying for these benefits have also been registered in OMILs, although sometimes this registration was more formal than operational. From 2003, with the creation of the Training Application Centers (see Sections 4.5 and 4.6), it is assumed that career guidance and employment counseling activities in relation to these programs will reach a more systematic development stage. The same is expected for relationships between the functioning of OMILs and the unemployment compensation system (see Section 2.2).

- *How are these services related to overall national labour market and employment policies? If possible, give examples of such links.*

In recent years many efforts have been carried out to link career guidance and employment counseling activities more closely to the functioning of the labor market, even though there are frequent gaps between the two. On the one hand, the available labour market information tends to be too fragmentary, and to lack

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territorial data on specific local and regional issues. On the other hand, continuous variations in general economic trends, and those specific to the labor market, create discontinuities that cannot be easily overcome by employment counseling services. However, in cases where there has been a strong decline in particular industrial sectors, special formal mechanisms have been created, so that appropriate measures can be taken: sometimes these include family interventions (because it was found that choices were often impeded by resistance from other family members) (Radrigán et al., 1997).

#### 4.4 Employment-based guidance services

- *To what extent do employers provide career development services for their employees? Which kinds of employers provide such services? What form do they take?*

Employers in Chile are becoming more focused on the development of human resources, especially regarding training and qualification activities.

Though a variety of employment sectors are represented in the National Training Council, whose executive secretariat is run by SENCE, their main concerns are oriented to the improvement of employees' vocational competences.

The idea of continuous learning and training is slowly beginning to gain acceptance, as is the idea of individuals being continually informed about labor market functioning.

When employers are concerned about career guidance and employment counseling activities, this is usually related to the need for rapid staff adjustment, or to the existence of modern systems for human resource development that still have very limited coverage in Chile.

Such systems are however beginning to grow, alongside greater investment in education and training. A tax-rebate scheme allows firms to deduct investments in learning for their workers from their taxes (up to 1% of their wages bill). Moreover, this is now complemented by a new training financial mechanism which allows companies to contract with Chilean banks to pre-finance training/education services and for the sums involved (plus a service fee) to be refunded by the government. Such schemes offer greater scope for the growth of career development services as part of the education and training provision.

An important role is also played by the 23 Training Intermediation Technical Organizations (OTICs). Linked to chambers of commerce or other employers associations, the OTICs run group training schemes for particular sectors. These schemes may include programs for potential workers which incorporate job information and placement services. They may also include social training

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programs for unemployed people funded through the tax-rebate system: the total expenditure on such programs is currently equivalent to approximately half of direct government-funded expenditure on social training programs.

Where companies lay off workers because of restructuring, they are now able to claim expenditure on retraining provision for such workers against the tax-rebate scheme. This is slowly encouraging more companies to invest in this kind of provision. Sometimes the schemes are managed by the OTICs, and may include career guidance and employment counseling components, using expertise from private-sector vocational psychologists and HRD experts (see Section 4.5).

- *To what extent are trade unions involved in providing career development services for their members, or in negotiating for such services in collective bargaining agreements?*

In general, there seems to be little activity of trade unions in relation to career guidance and employment counseling services. Nonetheless, some trade unions are beginning to look for ways of helping their members fully understand the basic rules of the market economy in the context of growing globalization.

#### **4.5 The private (for-profit) sector <sup>1</sup>**

- *What is known about career guidance and counseling services provided by the private (for-profit) sector, e.g. outplacement services or private career guidance practitioners? How extensive are such services? To what extent have they grown/declined in recent years?*

In recent years, a number of private companies have emerged which have been developing activities close to career guidance and employment counseling. These companies can be grouped as follows:

- a) Companies focused on assistance and/or administration of massive labor force outplacement processes from declining companies and/or declining economic sectors, where re-allocation of large numbers of workers is needed.
  - b) Personnel management companies, aiming to administer other companies' staff.
  - c) Companies carrying out paid employment brokerage services, especially via the Internet (see e.g. <http://w1.bumeran.com/>; <http://www.mercadis.cl/>; <http://www.laborum.com/>; <http://www.trabajando.com/>).
- *What are their client base, the level of their fees, and the sorts of services they provide?*

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In the two first cases above, the clients are employers who pay for the services they hire. In the third case, the clients are unemployed persons or persons seeking a job change, and employers; it is usual for the employers alone to pay for the service, on the basis that through this system they can recruit their new workers.

- *Has government taken any steps to try to encourage private (for-profit) organisations to provide guidance and counseling services or to regulate the ways in which such services are provided (e.g. by providing vouchers that can be used to purchase services; by contracting out services; by setting staff qualification levels; by regulating fees that can be charged)?*

Recently, some of the initial assessment, career guidance and insertion roles in relation to social training programs, previously carried out by the OMILs and by training institutions, have been contracted out to 13 Training Application Centres (CPCs). Some of these are for-profit organizations; some are not-for-profit (universities etc.). The new arrangement is designed in part to ensure that the programs are more accurately targeted at those who need them most. CPCs have to demonstrate that they have attracted three times as many applicants as there are training places, and that they have allocated places to individuals according to set criteria. Clients can however choose which program they enter, within a range of accredited providers. The CPCs thus have the potential to become a new resource for guidance provision. The current primacy of their pre-selection function is though demonstrated by the fact that their services to the applicants to whom they do not allocate training places are limited to brief signposting to alternative options. They also seem at present to be encouraged to allocate specific training places on the basis of their assessments, rather than engage in a guidance discussion which respects the individual's right to choose.

- *What is the relationship, if any, of such private guidance agencies to private employment agencies? How many of the latter are there? Are they licensed, and if so, by whom?*

Until 1996, SENCE had the authority to audit and work in combination with the Private Employment Agencies Network in constructing its national statistics, to supervise effectively their functioning. At that time, 80 such agencies were registered. Many agencies of this kind are still in operation, but now without any control from the public sector.

#### **4.6 Other organizations**

- *What role do other organizations – e.g. church, charitable and other organizations in the community sector – play in providing information, guidance and counseling services?*

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From the viewpoint of SENCE, the main complementary organizations in the field of career guidance and employment counseling in recent years have been the Technical Training Organizations (OTECs), involved in running social training programs. Most of these institutions are non-profit organizations; many are post-secondary educational institutions, but some are community-based. Much of the role of guidance and assessment in relation to such programs is now, however, being handed over to the Training Application Centers (CPCs) (see Section 4.5 above): some of these, too, are non-profit organizations. The OTECs may offer some employment counseling and placement support, and the fact that renewal of their contracts is based in part on their post-course job-placement rates, but this is not at present written formally into their training plans.

- *What types of clients do they serve? What types of needs do they attempt to meet?*

The usual clients are unemployed or underemployed people.

- *Has government attempted to increase their role (e.g. by contracting out services)? If so, why? Has it attempted to regulate the ways in which they provide services?*

See above.

#### **4.7 Gaps**

- *Please describe the major gaps, if any, in the provision of guidance services. Which groups are under-served, or not served at all?*

a) To date, there is a lack of co-ordination between different public organizations involved in career guidance and employment counseling matters.

b) The system is highly decentralized, both in education and training and in the employment services field, which makes it difficult to exert any real control over the concrete application of services.

c) Service coverage is generally poor, and data on services are limited, which makes it difficult to identify population groups which are more excluded than others from these services.

d) There is no specific policy or systematic program for the development of career guidance services.

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## 5. STAFFING

*In answering this section, please describe differences between staff in the different settings in which information, guidance and counseling services are provided: for example, schools, tertiary education, community organizations, public employment services.*

- *What types or categories of staff are employed to provide information, guidance and counseling services in your country (e.g. information librarian, careers teacher, school counselor, employment counselor)?*

In MINEDUC:

*School counselors (orientador escolar):* These are the main professional specialists in career guidance, as well as in other forms of personal and social guidance: much of their time is devoted to dealing with pupils' behavioral and social welfare problems. They prepare counseling projects for the school, assist other teachers, and provide direct advisory services to primary or secondary students. There is an ongoing debate about the extent to which they should be supporting and working through other teachers (especially homeroom teachers), or engaged in direct service delivery to pupils: policy tends to favor the former; the latter tends to dominate in practise.

*Homeroom teachers (profesor jefe):* Assisted by counselors, they maintain close day-to-day relationships with students and may also have curriculum time for group guidance programs. Few have had any specific training for this role.

*Supporting professionals:* Incorporation of non-teacher professionals in schools, especially psychologists, is an ever-growing trend, but is still far from being a generalized provision.

*Technical careers specialists:* Career directors in vocational-technical schools act as promoters of the advantages of their own technical areas, acting as ongoing contacts and sources of guidance for students.

In SENCE:

It is difficult to give exact information on categories of professionals developing their work in the employment services area, because work teams are based in OMILs, and more recently in Training Application Centres (CPCs). Without specific data, it seems likely that OMILs have mainly technical and administrative staff, for initial assessment and job-placement services: these will usually have been given some brief training provided in-house or by SENCE. Those OMILs which offer employment counselling services will employ psychologists, social workers, or other professionals in the social services field for this purpose. No detailed information is yet available on CPCs' personnel, but they are required to include

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staff with some experience in personnel selection, supported by a vocational psychologist. If the role of employment counseling within the OMILs and CPCs expands, demand may emerge for a more specific occupational role with clearer and more directly relevant training requirements (see Section 10.2).

- *How many staff in each of these categories are employed to provide information, guidance and counseling services in your country (please provide precise data if possible; if not, provide estimates)? Please include information on their age, gender and equity group structure if this is available.*

a) MINEDUC

Accordingly to a study carried out by PIIE in 2002, noted earlier in Section 2.1, it was estimated from a sample that out of the total of 11,067 educational institutions in the country, 80% have a school counsellor. The figure is higher in secondary schools (89%) than in primary schools (48%); it is also higher in private than in municipal schools. Around a quarter of schools with counsellors have two or more (some of these may have been split-day schools). Often, however, there is only one counsellor in a school which may have well over a thousand pupils. Of the school counsellors, 66% are women; and 61% are aged over 45. Just under two-thirds are part of the school's senior management team.

Out of the total of 144,000 teachers in the country, some 75,000 are homeroom teachers. No precise data are available about the number of such teachers in vocational-technical education.

b) SENCE

The number of professionals working in SENCE is five, including social workers and psychologists. Information about the technical and professional staff of OMILs is not available, but their role can alter rapidly according to changes in political priorities within the municipality.

- *What education and training qualifications are the different types or categories of career information, guidance and counseling staff required or preferred to have (e.g. teaching qualifications, university degrees in psychology, special diplomas in guidance and counseling, postgraduate qualifications, completion of in-service courses and so on: please describe the length of the education and training and the type of qualification that it leads to, as well as any differences in requirements between the different settings in which services are provided)?*

All personnel hired in educational institutions must have a university degree in education (with some exceptions in the field of technical education). No information is available about their specialization levels. As noted in Section 2.1, 64% of school

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counselors have post-graduate qualifications in counseling, but these qualifications do not necessarily include much attention to career guidance. There are 42 higher education institutions in Chile which offer postgraduate programs in the field of counseling, with an average duration of 1 to 2 years part-time; their content varies considerably, and only a minority include any substantial attention to career guidance.

At the level of SENCE, and more specifically of OMILs, no information is available on this topic.

- *Where qualifications are required, is it government or a professional association that requires them? Please describe the relevant professional licensing bodies.*

For MINEDUC and education professionals, the general professional association is the College of Teachers. This organization does not, however, include any specific structure oriented to the segment of school counselors.

- *What, typically, are the types of competencies (or knowledge and skills) that these different types or categories of workers are expected to have?*

There is no clear conception at national level about these topics, either in the education system or in training and employment services. There are some proposals and studies that provide the ground for such an analysis, mainly focused on concepts of basic competencies and employability competencies, like (i) team work abilities, (ii) use of informatic resources, and (iii) problem resolution skills, but they have not yet been consolidated.

- *How are the competencies or knowledge and skills required of those who provide information, guidance and counseling changing, and why? What is being done to meet these changing knowledge and skill needs?*

The main changes affecting the diverse professionals that are developing their activities in the field of career guidance and employment counseling include:

- a) The impact of globalization, and the rapid obsolescence of knowledge.
- b) The changes in social valuing of particular occupations and academic activity areas.
- c) Resistance to, and difficulties in coping with, the process of perpetual change.

Accordingly, career guidance professionals involves need to develop the competences and skills required to adapt to a ever-changing world, as well as to develop the personal autonomy of young people and adults.

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- *What opportunities exist for information, guidance and counseling service staff to update their knowledge and skills? Do trade-union agreements allow time for recurrent education and skills upgrading? What time, and what programs, do government agencies provide for the purpose? What recurrent education and skills upgrading courses are provided by tertiary institutions and/or other bodies?*

Though at national level career guidance services are beginning to be accorded greater importance, there is no consolidated in-service training provision for career guidance and counseling professionals. The ChileCalifica Program could have a considerable impact in this area. Part of its strategy in its career guidance component is to form networks (*redes locales*) of school counsellors from at least five neighboring schools plus local adult education centers who will meet every two months, see the local reality from different perspectives, and engage in joint development work. This work will include, but not be confined to, designing a workplan on how to make best use at different stages of the career information system being developed by the program (see Section 6). The process was initiated by a pilot course on career guidance which was run for 240 school counselors during 2002. During 2003 91 such networks will be established, in 6 regions; by 2005 there will be 318, covering the whole country.

SENCE has carried out a number of staff development programs for OMILs' staff, especially in the areas of employment counselling and job placement, but these efforts appear to have weakened in recent years as a result of increased devolution to the municipalities. Opportunities for reviving and enhancing such efforts are now being offered by the ChileCalifica Program, and are given added urgency by the new role of the OMILs in relation to the unemployment insurance scheme.

- *Please provide details of any professional groups, bodies or associations of information, guidance and counseling services workers in your country. Indicate the extent to which such professional groups/bodies/associations: work to raise standards of professional practice (e.g. through the professional development and recurrent education of their members); are actively involved in lobbying governments on professional issues (e.g. relating to service quality); and have an industrial role to improve the employment conditions of their members*

There are no bodies or associations that specifically represent career guidance professionals at national level. Some associations of school counsellors exist at regional level.

A number of professional associations operate in the domain of business administration and human resource development, but their interests are only tangential to the area of career guidance and employment counseling services.

## 6. CAREER INFORMATION

- *Is comprehensive information available on:*

*(a) Post-compulsory education and training opportunities?*

On-line information on study options in secondary and post-secondary levels can be found on the website of MINEDUC ([www.mineduc.cl](http://www.mineduc.cl)) and on training opportunities on the website of SENCE ([www.sence.cl](http://www.sence.cl)). In addition, printed information on post-secondary course is published by MINEDUC and also by DEMRE (which provides a clearing house for applications to universities and colleges) and by some private-sector publishers (see below). A more comprehensive database of post-secondary education and training opportunities is being developed under the ChileCalifica Program: the aim is to add a diagnostic front-end plus occupational information to develop this into a career information system.

*(b) Occupations?*

No systematic information is available on occupational descriptions, in a form designed to be useable for career decision-making. Developing such descriptions is included in the career information system being built under the ChileCalifica Program. A base for such work is provided by the project for certification and definition of labor competences, carried out by Fundación Chile during the past four years.

*(c) Job vacancies?*

This is provided by SENCE through its web site [www.infoempleo.cl](http://www.infoempleo.cl)

*(d) Likely future labour market trends?*

Unemployment increase in Chile during the last four years has led to a growing interest in developing reliable information on the behaviour of the labor market. This is now a national and inter-ministerial concern, being developed under the combined auspices of MINTRAB and the Ministry of Finance, with the collaboration of MINECON. Since 1998, several studies have been carried out in this field. MINTRAB periodically issues a paper called "Labor Observatory", focusing on occupations, with an emphasis on labor market trends evaluated by region and province, and by gender and age, and including information on salaries though not on unemployment levels by occupation.

At national level, discussions on employment rates and related matters are based on statistics collected under the responsibility of the National Institute of Statistics

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(INE). In particular, INE carries out a quarterly survey of employment, along with many other more specific inquiries. The other main sources of information are the employment survey conducted by the University of Chile for the Central Bank, and the National Socio-Economic Identification Survey (CASEN), carried out every two years by MIDEPLAN. MINTRAB bases its “Labor Observatory” paper on these three regular information sources.

An attempt was under the MICESUP program to develop a “Labor Observatory” on employment patterns after higher education, but was discontinued following resistance from higher education institutions.

- *Who is responsible for collecting and distributing this information?*

See above.

- *What is the public sector’s role in producing career information? Which Ministries are responsible for its production? How is it produced? Is it produced on a national level or at a regional/provincial level? Does government legislate to control how information is classified, distributed or stored?*

Statistical sources exist (see above) which can potentially provide a basis for information to be used in career guidance and employment counseling. But no systematic basis for producing such information in appropriate forms has yet been developed.

- *What forms does career information take (e.g. comprehensive printed guides; individual leaflets or information sheets; CD-ROMs; Internet-based services)?*

See above.

- *Which client groups is it aimed at (e.g. school students; tertiary education students; public employment service clients; the general public)?*

The main users of the current technical and statistical information are professionals with some relevant training, who can explain and simplify the data in order to make it understandable to the public – as is done, for example, in the OMILs.

- *What methods are used to gather it?*

The information sources outlined above have been developed on the basis of primary information gathered from representative samples.

- *What steps are taken to ensure that it is accurate and timely?*

The chief data sources have had a periodic basis, at least since 1988.

*What steps are taken to ensure that it is user-friendly and oriented to user needs?*

There is great emphasis in MINTRAB, SENCE and MINEDUC on seeking the best ways to ensure that the information collected can be useful for different kinds of users, an aspect especially evident in MINTRAB's "Labor Observatory". Much work remains to be done, however, on producing information in attractive and user-friendly forms which can be used by young people and adults in their career decision-making.

- *How is it typically distributed (e.g. to schools and tertiary institutions; through career information centres; through public libraries; through community organizations)?*

The main distribution channel of these data is via the Internet.

- *What role does the private (both for-profit and not-for-profit) sector play in providing career information? Please give examples, and an indication of the size and nature of such provision in relation to publicly-provided information.*

A few private-sector publishing companies produce information on college entrance and/or run education fairs at which universities and colleges can promote their courses.

- *What kinds of labour market data are included in career information (e.g. data on unemployment rates and earnings; data on regional variations in employment and unemployment for particular occupations; results of course satisfaction and graduate employment surveys)?*

See earlier parts of this section.

## **7. ASSURING QUALITY**

As indicated in many previous points in this document, there is no system of career guidance and employment counseling in Chile at present which would allow effective quality control of these services. Some work is currently being done to develop the basis of such a lifelong policy, linked to the ChileCalifica Program. In particular, the program is developing quality standards for OMILs, in the light of their enhanced role in relation to the new unemployment insurance scheme.

## 8. THE EVIDENCE BASE

*In preparing this section, please refer to national qualitative or quantitative evidence where this is available, rather than to studies conducted in other countries.*

- *What information is available about the extent to which information, guidance and counseling services are used? What is known about differences in levels of use and access as a function of factors such as: socio-economic status or family background; geographical location; gender; age; educational level; and levels of disadvantage? Do regular national statistical collections monitor access? Have access and usage levels changed over time*

Regrettably, no information is available on these topics.

- *How is the level of community need and demand for information, guidance and counseling services established (e.g. by use of surveys, rates of service usage, waiting lists)? What is known about the expectations that clients have of services?*

Through periodic reports that in some cases can be accessed via informatic media, SENCE develops an overview of the functioning of the OMILs. From the present year, through the CPCs, precise information on user satisfaction with social training programs will be available. At present, there are no means to collect information on users of the school services.

- *What criteria are normally used to judge the benefits or outcomes of information, guidance and counseling services?*

There are no common criteria to evaluate benefits or outcomes generated by career guidance services. The usual way is to look for a relationship between job demand and effective job placement, where these services are oriented to the process of labor reinsertion.

- *Please provide details of any recent (last five years) studies that have been conducted of:*
  - *The costs of providing information, guidance and counseling services.*

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- *How costs vary as a function of the type of service delivered and the characteristics of clients.*
  - *How the outcomes or benefits of information, guidance and counseling services relate to their costs.*
  - *How the benefits or outcomes of information, guidance and counseling services are related to the type of service provided and the characteristics of clients.*

No systematic studies have been carried out on these topics in Chile. In most cases, what can be found are general studies on employment and on vocational counseling, without consideration of their economic components.

- *Please provide details of any recent (last five years) studies or pilot projects that have been designed to provide insight into: the impact of careers services on individuals' career choices; the ability to use career information; the impact of services upon the development of a learning society.*

Several programs and pilot projects in the fields of career guidance and employment counseling have been conducted during the past five years, oriented to the setting up of informatic systems, to training of teachers and other professionals of the OMILs, to co-ordinating the efforts of SENCE and MINEDUC, etc. Under the ChileCalifica Program these have included the PIIE study of school counselors (Rossetti et al., 2002), and the CIDPA study of the career paths of young people (which revealed both that these are not as linear as public policy tends to assume, and that linear paths are not necessarily the most effective) (CIDPA, 2003). But these studies do not address directly the topics listed.

- *Do any national research centres specialize in career information, guidance and counseling services? Do they specialise in evaluative and policy studies; or do they mainly focus upon guidance techniques and methods?*

There are no research centers in Chile which specialize in the field of career guidance.

- *How useful has government found the work of research centres in developing policy for information, guidance and counseling services?*
- *Has government taken steps to increase the evidence base for information, guidance and counselling services through support for relevant research centres? Has such support been on the basis of individual commissioned studies, or have more on-going forms of support been used?*

See above.

## 9. LEADERSHIP

### 9.1 Key stakeholders

*Here we wish to know about the roles played some key stakeholders other than government Ministries in influencing the provision of information, guidance and counseling services.*

#### ***Employer organizations***

- *What role do employer organizations play in articulating the need for improvements in, or in regulating/funding, information, guidance and counseling services (e.g. by issuing reports on career guidance provision; by participating in advisory and co-ordination bodies; by contributing to common funds for information, guidance and counseling services; through providing employee leave to take part in career guidance; or through participation in program management committees)?*

In general, employer organizations have not engaged in any significant common actions concerning these subjects. The most notable actions have a more general orientation, related to three aspects:

- a) Concern about recruitment and personnel selection mechanisms, conducted individually by each company, and in larger companies using relatively sophisticated systems, where information on the functioning of the labor market and the vocational expectations of the workforce can have a considerable influence.
- b) Training activities, through Training Intermediation Technical Organizations (OTICs), belonging to the larger employer associations (see Section 4.4). From OTICs, information is incorporated in training programs for workers about the functioning of the labor market.
- c) Delegated administration of some secondary vocational-technical education institutions (*extra per capita* government subventions are provided to encourage OTICs and other such bodies to run these schools, because of their closer links with the labor market and more successful outcomes)..

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- *What initiatives do employer organizations take to help provide information, guidance and counseling services for students and other non-employees (e.g. involvement in career information programs in schools and tertiary education; participating in careers fairs and exhibitions; producing career information)?*

Sometimes, and in individual ways, businessmen and executives from larger and medium-sized companies collaborate, at the request of OTEC, with primary and secondary schools, especially regarding advice in lessons: providing forecasts on labor market trends, clarifying personal requirements for specific positions, explaining items of labor legislation, etc.

The Fundación Escuela-Empresa (School-Enterprise Foundation) establishes contacts between businesses and primary schools, in order to show students, in a practical way, the functioning of private enterprises, through business games etc.

### **Trade unions**

- *Do trade unions play a role in articulating the need for improvements in, or in regulating/funding, information, guidance and counseling services (e.g. by issuing reports on career guidance provision; or by participating in advisory and co-ordination bodies, or in program management committees)?*

Trade unions usually play a general promotion role in the fields of career guidance, labour advice and counseling, but their active participation in the concrete development of these processes is very limited.

- *What initiatives do trade unions take to help provide information, guidance and counseling services for people other than their members (e.g. involvement in career information programs in schools and tertiary education; participating in careers fairs and exhibitions; or producing career information)?*

Trade unions playing an active part in providing employment and vocational counseling services is very rare or non-existent in Chile.

### **Other stakeholders**

- *Please describe any ways in which policies encourage other stakeholders – such as parents, associations of students, alumni, church/community organizations, educational institutions or the end-users of services – to play a role in information, guidance and counseling services (e.g. through roles that are expressed in legislation; through policies to contract service*

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*provision to non-government organizations; through membership of advisory bodies; through membership of program management committees).*

The organizations mentioned above do not have any significant role in the area of public policies in relation to career guidance services.

## **9.2 Co-ordination**

- *What mechanisms, if any, exist for co-ordinating information, guidance and counseling services: between different Ministries; between different levels of government; between governments and other parties such as employers, trade unions, the private sector, and community groups; between services for youth and for adults; and between the different agencies that provide services?*

Inter-ministerial and public/private sector co-ordination related to career guidance has been very limited. In recent years, within the ChileCalifica Program, a growing functional co-ordination between MINECON, MINEDUC and MINTRAB has been achieved: this has now been institutionalized in the form of the Lifelong Learning and Training Steering Policy Board (Directorio) established under Presidential Decree No.176 of July 2002. The Directorio is chaired by the Minister of Economy and includes the Ministers of Education and of Labor. Its work is reinforced by the activities of Fundacion Chile on designing a system of certification for vocational competences. Although the work of the Directorio is at present focused around the ChileCalifico Program, there would seem to be a strong argument for converting it thereafter into a permanent national council for lifelong learning.

- *What barriers exist to co-ordination of services and to networking among providers?*

The main barriers to co-ordination are inertia, and the individual determination of priorities by public organisations, a situation aggravated by the high degree of decentralization of these services, both in MINEDUC and in SENCE.

## **9.3 Strategic leadership**

- *Which bodies currently exert most influence over the development of career information, guidance and counseling provision?*

At employer level, specialized bodies in the field of human resources have the potential for exerting the strongest influence at present on working on systems of career guidance and labor market information. Also, the College of Teachers has a key role to play in engaging teachers and counselors in more advanced forms of career guidance training.

From the viewpoint of the public sector, the main leadership is exerted by MINEDUC and SENCE, with the collaboration of Fundación Chile. The ChileCalifica Program is currently providing a significant co-ordinated channel for this leadership.

- *If such provision is to develop further in the future, from which bodies might leadership be expected to come?*

See Section 10.2.

- *Is any new body/mechanism needed within your country to provide strategic leadership in this field?*

See Section 10.2. A key factor for achieving success in the improvement of career guidance services is an appreciation of the contribution this activity makes to a proper functioning of the economy and the labor market, as well as its central role in improving equity, especially in access to and effective use of information. It is also very important that a clear and increasing budget is available for these kinds of activities.

## **10. CONCLUSIONS AND RECOMMENDATIONS**

### **10.1 SWOT analysis**

#### ***Strengths***

Strengths of the career guidance system in Chile include:

- (a) A well-established system of school counselors within most schools.
- (b) A network of Labor Information Offices which covers most municipalities.
- (c) A tradition of creative government collaboration with the private and non-profit sectors, exemplified in the new network of Training Application Centers (CPCs).
- (d) A tradition of programatic, step-by-step approaches to educational reform, with effective use of resources from World Bank and other sources.

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### **Weaknesses**

Weaknesses include:

- (a) The breadth of the role of the school counselor, within which career guidance forms only a small part.
- (b) The weak links between schools (especially primary and general secondary schools) and the labor market.
- (c) The lack of any systematic policy framework for guidance services within post-secondary education and training institutions, linked to the general lack of regulation in this sector.
- (d) The very limited services available for employed adults.
- (e) The lack of systematic and user-friendly career information.

### **Opportunities**

Current opportunities for the development of improved career guidance services in Chile include:

- (a) The greater attention to *pertinence* as well as to *quality* and *equity* in education policy.
- (b) The structure and funding provided by the ChileCalifica Program for collaboration between MINECON, MINEDUC and MINTRAB not only in vocational education and training but also in career guidance.
- (c) The new law relating to unemployment compensation, with its compulsory provision for contact with employment counseling and intermediation services.
- (d) The new structure of Training Application Centers (CPCs).

### **Threats**

The main threat is that the divisions between different sectors and levels of government will prevent full advantage being taken of these opportunities.

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## 10.2 Recommendations

### *Education*

- (a) A specialist unit should be established within MINEDUC to be responsible for school counselling.
- (b) This unit should establish a clear occupational profile for the role of the school counselor.
- (c) The unit should produce a stronger national framework and guidelines to be used by homeroom teachers in designing classroom guidance programs.
- (d) The unit should produce support materials for school counselors in relation to career education and guidance, including psychometric tests, plus regular updates on changes in post-secondary education and in the world of work.
- (e) Where schools have more than one counselor, or where strong partnerships can be established between schools, experiments should be encouraged in which the roles of the school counselor are split between a career counselor and a personal/social counselor, and the relative advantages and disadvantages of this model should be evaluated.

### *MINTRAB/SENCE*

- (f) The Ministry of Labor through SENCE should promote a clear local institutional structure for the fields of career guidance and employment counseling, covering OMILs, CPCs, OTECs etc., with clear interaction and financing procedures with public structures at national, regional and provincial levels. This structure should include, where appropriate, a clustering structure whereby larger OMILs can support smaller, "satellite" OMILs, some of which (especially in rural areas) might be based in schools.
- (g) SENCE, through the ChileCalifica Program, should develop standards for occupational and labor market information, and should be made responsible for developing and maintaining such information and for producing and disseminating it in forms which can be used by young people and by adults in their career decision-making.
- (h) SENCE should promote the incorporation of career guidance and employment counseling components in all state-supported vocational training programs.

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**Training**

- (i) Work should be carried out, possibly within the ChileCalifica Program, to determine the career guidance competences required of professional staff involved in offering career guidance and employment counseling in all the various sectors in which it is provided (including schools, post-secondary institutions, OMILs and CPCs), in order to establish clearer and more specific professional standards for such roles.
- (j) Training programs should then be devised by MINEDUC, SENCE and other relevant organizations (universities etc.) to develop these competences.

**General**

- (k) The Directorio established to support the ChileCalifica Program should be converted into a permanent entity to support lifelong learning, with the development of lifelong access to career information and guidance included explicitly within its remit.
- (l) Consideration should be given by the ChileCalifica Program to extend the networks of school counselors it is establishing to include representatives of OMILs, of CPCs, and of career guidance services offered by post-secondary institutions, so enhancing their remit to embrace guidance in support of lifelong learning linked to a changing labor market.
- (m) The ChileCalifica Program should develop mechanisms which enable school counselors in general secondary schools as well as in technical-vocational secondary schools to forge links with local employers, in order to develop programs which will enable students to explore the world of work as part of their group guidance programs.
- (n) Encouragement should be given by the ChileCalifica Program for professionals in the career guidance field to form a national professional association, in order to promote the professional development of the field.
- (o) Structures should be developed by the ChileCalifica Program to bring together key stakeholders, including employers, trade unions, city mayors and relevant educational bodies, to develop a strategy for the promotion of career guidance services on a lifelong basis, at national, regional, provincial and local levels.

**APPENDIX: VISIT PROGRAM****Monday 21 April**

- 09.00 Team meeting  
15.30 Visit to Training Intermediation Technical Organization at Chilean-Spanish Chamber of Commerce

**Tuesday 22 April**

- 10.00 Meeting at Division of General Education, Ministry of Education  
15.30 Meeting with staff of the Unit for Employment Intermediation and of Social Training Programs, SENCE

**Wednesday 23 April**

- 09.30 Visit to Benjamin Vicuna Mackenna School, Commune of La Florida  
12.00 Visit to OMIL, Commune of La Florida  
15.00 Visit to ChileCalifica Program

**Thursday 24 April**

- 09.00 Attendance at International Seminar on Vocational Orientation, organised by the ChileCalifica Program  
15.00 Visit to Training Application Center at Cardinal R. Silva H. University

**Friday 25 April**

- 12.00 Visit to UNESCO regional education office in Santiago

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