

**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 RUSSIA

Yuri Zabrodin

and

A.G. Watts

World Bank

May 2003

INTRODUCTION

This report describes how Russia organizes, manages and provides information, guidance and counseling services, and what are perceived to be the key challenges which this country is facing to improve such services. In 14 OECD countries, and in 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 various policy-makers and experts, including experts from the European Training Foundation (see Appendix C). The report also draws from visits made by the authors, accompanied by the ETF experts, to a number of career guidance services, and from meetings with policy-makers, administrators and guidance practitioners (see Appendix D). 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 (Chile, Philippines, Poland, Romania, South Africa, Turkey). It is designed to contribute to the development and modification of policies and practices in career guidance services in Russia. It also provides a basis for comparison with policies and practices in other countries.

Professor Yuri Zabrodin holds the Chair of Psychology at the Russian Academy of Economics, is a Member of the National Committee of Psychology of the Russian Academy of Sciences, and is the Local Consultant for Russia on the World Bank project of which this report is a part.

Professor Tony Watts is Senior Fellow and Life President of the National Institute for Careers Education and Counseling, Cambridge, England, and Lead Consultant on the World Bank project.

CONTENTS

	Page
1. Context	5
2. Overview	11
3. Policy Framework	14
4. Main Guidance Services.....	21
4.1 Schools	21
4.2 Tertiary education	25
4.3 The public employment services	26
4.4 Employment-based guidance services	27
4.5 The private (for-profit) sector	27
4.6 Other organizations	29
4.7 Gaps	29
4.8 General note	30
5. Staffing	32
6. Career Information.....	36
7. Assuring Quality	38
8. The Evidence Base	39
9. Leadership.....	41
9.1 Key stakeholders	41
9.2 Co-ordination	42
9.3 Strategic leadership	43
10. Conclusions and Recommendations.....	43
10.1 General conclusions	43
10.2 SWOT analysis	44
10.3 Recommendations	45
Appendix A: References	48
Appendix B: Normative Documents.....	49
Appendix C: Acknowledgements.....	52
Appendix D: Visit Program.....	53

ABBREVIATIONS

CIGCS	Career Information, Guidance and Counseling Centers of FES
FES	Federal Public Employment Service
ILO	International Labor Organization
MEd	Ministry of Education of the Russian Federation
ML	Ministry of Labor and Social Development of the Russian Federation
PMPC	Psychological, Medical and Pedagogical Commission
PPMS	Centers for Psychological, Pedagogical, Medical and Social Support
REA	Regional Education Authorities
REC	Regional Employment Centers (of FES)
ROEM	Regional Offices of Employment Management

1. CONTEXT

Please provide a brief outline of the main features of the education and training system in your country, and the economy, social structure and culture, which are likely to influence (a) the way in which individuals' career decisions are made and (b) the role of career guidance services.

Russia has been through a period of major transition in the past two decades. The period of *glasnost* (openness) and *perestroika* (restructuring) in the 1980s was followed by the disintegration of the former Soviet Union at the end of 1991. The processes of democratization and of transition to a market economy have proved to be complex and, in the short term at least, have produced a significant increase in unemployment (some of it hidden) and a substantial reduction in living standards for many people.

The Russian Federation formed in 1992 comprises 89 “equal subjects” (regions) which include republics and autonomous regions as well as provinces and the two major cities (Moscow and St Petersburg). These regions are divided for administrative purposes into seven federal districts (“supra-regions”). The regions vary considerably in economic terms, from resource-rich which provide a net contribution to the federal exchequer, to largely undeveloped rural regions which are heavily dependent on federal support; they also cover a wide range of ethnic groups and over 80 languages (though Russian is the predominant language). Regional diversity is growing, in contrast with the strong previous tradition of centrally directed and standardized policies and practices.

Demographic situation

Russia is currently facing the threat of a demographic crisis, with a reducing and ageing population, and with the risk of a labor force shortage in some spheres of the economy. The country's labor force is one of key conditions for steady economic development and increased competitiveness in the world market.

The population of Russia at the beginning of 1998 was 147.1 million, having been decreasing for several years (see Table 1); by the end of 2002 it had declined to 143.3 million. The aims of Russia's demographic policy in the medium term (i.e. to 2015) are to reduce the death rate and to stabilize the birth rate. In 1997 life expectancy was estimated as being 59.6 years for men, and 72.7 years for women (Appendix A, ref.16).

Table 1. The demographic situation in Russia

	In thousands			Per 1,000 population			
	1994	1996	1999	1994	1996	1999	2000
Born	1,363.8	1,304.6	1,262.6	9.3	8.9	8.6	9.8
Died	2,203.8	2,082.4	2,019.1	15.0	14.2	13.8	16.1
Including up to age 1 (per 1,000 born)	24.8	22.8	21.8	18.1	17.4	16.9	
Natural loss	- 840.0	- 777.6	-756.5	- 5.7	- 5.3	- 5.2	- 6.3
Marriages	1,075.2	866.7	928.1	7.3	5.9	6.2	6.3
Divorces	665.9	562.4	554.5	4.5	3.8	3.8	3.8

The population trends will in the near future lead to changes in the population's age structure. The number of children and teenagers will decrease by 7.8 million by 2005, and the number

of elderly people by 1.7 million, while the number of people of able-bodied age will increase by 3.9 million. The aggregate manpower in 2005 will be 87.9 million as against 84.0 million in 1997 (see Table 2). This provides the preconditions for a growth of the country's labor potential (Appendix A, ref.19).

Table 2. Manpower in Russia 1995-2005 (in millions)

Parameters	1995	1996	1997	2000	2005 forecast
Total manpower	84.3	84.1	84.0	85.7	87.9
Economically active	66.2	65.9	65.3	65.1	67.1
In industrial sector	33.9	30.2	27.7	42.4	43.1
In non-industrial sphere	21.4	21.7	22.8	22.7	24
In vocational schools	5.5	5.6	5.6	5.7	5.9
In housekeeping, etc.	6.7	7.0	7.3	7.8	7.7
Unemployed	2.1	2.6	2.5	4.6	5.6
Unemployed as % of economically active population	2.9%	3.4%	3.7%	6.4%	7.9%

Active social policy

The aims of active social policy in Russia include:

- improvement of utilization of the society's professional, intellectual and creative potential;
- assistance in the socialization and professional development of citizens;
- labor safety and the health of citizens, including psychological support for the poorly protected layers of the population, and psychological and professional rehabilitation of people with limited work capacity;
- assistance to citizens in a choice of an occupation, including counseling and psychological support for career development;
- rendering assistance to young people, to jobless citizens, to invalids, and to other socially unprotected categories of the population in the choice or change of an occupation, in the context of market attitudes.

One of priority directions of development in the social/labor sphere is the development and management of the society's human resources, which is considered in Russia to be among the most important aspects of current social and economic reforms.

As a result of the structural reorganization of the economy taking place in Russia, and the redistribution of labor connected to this, the quality of labor has appreciably worsened in a number of enterprises and (for the first time since the beginning of the reforms) skill shortages are beginning to appear.

In recent years (1997-2002) the Ministry of Labor has developed a legislative base and models of new social mechanisms in the sphere of human resource development and improvement of skill levels (Appendix A, refs.1, 11; Appendix B, section 1):

- A “neoclassical” system of vocational training, to be based on the individual development of free adults, and on regional markets in educational services co-ordinated with regional labor markets.
- A national system of vocational counseling and psychological support for the population, as part of the market mechanism for connecting individuals to educational places (in the market of educational services) and to workplaces (in the labor market), allowing economically active individuals effectively to form and realize their own career and to engage in productive employment in the emerging market economy.
- A system for the certification of human resource development, to support the developing professionalism of qualified employees and to satisfy the interests of employers as consumers of the qualified labor force.

Education

For last ten years the system of Russian education has undergone significant changes, linked to the processes of democratization and to the formation of a market economy. Following new laws on school and university education, the autonomy of educational establishments has grown (Appendix A, refs.3, 4).

This increased autonomy has been accompanied by increased variation. Educational institutions have received opportunities to adapt their educational and other services to the needs of their users and to demand from the educational and labor markets. Alongside this there has also developed a market in teaching materials. This contrasts with the previous Soviet system, which was characterized by a rigid, centrally planned school curriculum, with textbooks produced by a state publishing monopoly.

In the general education system new options which have developed include (see Table 3):

- “Profile” schools (offering advanced studies in specialist subjects, e.g. mathematics or languages) – about 15% of the total of full general schools.
- Lyceum (technically oriented) – 2% of schools.
- Gymnasium (academically oriented) – 3% of schools.

Table 3. Actual and projected numbers of pupils

Number of pupils in compulsory and general schools	1999 /2000	2000 /2001	2001 /2002
Aggregate number	20,115,059	19,310,490	18,688,877
In elementary schools (classes 1-4)	455,738	417,372	397,725
In basic general schools (classes 1-9)	1,139,037	1,063,702	959,042
In full general schools (classes 1-11)	18,520,284	17,829,416	17,332,110
Including:			
At “profile” schools (classes 10-11)	1,205,167	1,157,828	1,110,522
In gymnasium (classes 10-11)	821,870	857,866	866,248
In lyceum (classes 10-11)	477,032	506,109	511,141

Development of increased variability between vocational training institutions has been a way of overcoming their previously narrow branch orientation which has become outdated as a result of new demands, caused by the structural shifts in the economy, and the development of regional labor markets. The network of vocational education establishments has appreciably extended. The changing balance between the different levels of vocational training and higher education, linked to demographic decline, is shown in Table 4 (see also Appendix A, ref.4).

Table 4. Structural shifts in the system of vocational training and higher education linked to demographic changes

Levels of vocational education	Reception (on entry)			
	2000 (actual)		2010 (forecast)	
	%	Numbers	%	Numbers
In total	100	2,870,900	100	1,745,000
Initial vocational school	29.3	886,300	29	505,000
Middle vocational school	28.0	844,000	32	560,000
Higher education	42.7	1,140,300	39	680,000

In initial vocational training new institutions have been generated, including the vocational lycea which prepare highly skilled workers. These comprise 24% of the total number of educational institutions concerned with initial vocational training.

At the middle level of vocational training, new “colleges” have been developed. In these colleges the education and vocational training process (at the level of a bachelor degree) is centered on the field of high technologies, on the social sphere (education, medical services, social services, personal services of various kinds), and on other activities demanding from workers a high level of intellectual development. The colleges form about 40% of all middle-level vocational schools.

In 2001 the total number of students in higher education across the country was around 4,800,000. The university sector comprises 50% of the total number of state higher education institutions; specialist institutes make up about 20%; academies constitute about 30%. A system of open education is also gradually being formed.

In the expansion of educational opportunities, non-state institutions of higher education have started to play a significant role. They now number around 700, with a student population of about 500,000 – nearly 10% of the total contingent of students in higher education.

An important feature of recent developments in state-financed higher education has been offering courses on a paid basis. On the one hand, this has expanded the range of choices open to students; on the other, at a time when budgetary funds have been limited, it has allowed educational institutions to generate additional finance for their development. The proportion of fee-paying students (on entry) in the state higher education institutions in 2001 was over 40%. Practice has shown that, even in today's difficult social and economic circumstances, people are prepared to pay such fees. In addition, within the education system significant volumes of financial assets from other “extra-budget” sources have started to develop, leading to the formation of multi-channel

financing, and providing opportunities to compensate at least in part for insufficient budgetary financing (Appendix A, ref.17).

One of results of recent reforms has been a change to the structure of vocational training directed to separate trades and specialties. These changes are designed to produce greater flexibility in the labor market. The specialties are being integrated into larger entities. Thus:

- in initial vocational training, instead of the 1,200 trades which existed earlier, there are now 293;
- at the middle level of vocational training, the number of specialties has decreased by 12%;
- in higher education, 35 specialties (about 10% of the total) are now incorporated within the framework of so-called pathways of professional training.

Closer links are also developing between educational and scientific institutes and industrial enterprises in a variety of complex teaching-research-and-production programs.

Social structure, culture and economy

In Russia, the cultural value attached to education has traditionally been high but is now more open to question. Compulsory education was reduced from 10 to 9 years (ages 6-14) in 1996. The proportion of education budgets spent at different levels is shown in Table 5.

Table 5. Proportion of education budgets spent at different levels in 2000

	Level	Share of total budgets at all levels (%)
	Total	100.0
	Federal	17.8
	Regional	19.2
	Municipal	63.0

Since 1999 there has been a growth of federal expenditure on education. Its share of GDP has increased from 3.3% in 1998 to 3.6% in 2001, returning to the level of 1992. This has positively affected the system of vocational training, especially middle-level and university-level institutions, which are mainly financed from the federal budget (Appendix A, ref.4).

With the reform of education, dramatic changes are taking place in the structure of the groups of the population who receive educational services. A significant number of pupils – some 700,000-800,000 – now finish their education and attempt to enter the labor market from class 9 of the general school (see Table 6). Because they are aged only 14-15, and usually have few if any employable skills or qualifications, they have difficulty in finding jobs and are at risk of drifting into street work and crime. Little information is available about what happens

to these young people. A number of programs have been set up, mainly at municipal level, to cater for their needs.

Table 6. Number of pupils in general school classes (excluding handicapped children)

Number of pupils	Total		
	1999/2000	2000/01	2001/02
Total	20,115,059	19,310,490	18,688,877
In elementary schools: classes 1-4	6,120,088	5,627,587	5,483,777
Basic level: classes 5-9	11,257,423	10,941,608	10,397,846
In class 9 only	2,166,516	2,210,583	2,297,306
In class 10	1,410,359	1,413,488	1,465,417
In class 11	1,326,191	1,326,937	1,340,996
School leavers after class 9	753,028	745,166	

Individuals now have fewer opportunities than in the past to become familiar with careers by observing and experiencing them. This is linked to the rate of technological progress, and to changes in social and economic life and in the division of labor. Accordingly, development and implementation of career counseling services are necessary to enable individuals to make realistic decisions on their choice of career and of jobs.

For adults, too, the need for career information and guidance is growing. But this need has not yet been widely converted into demand. The role of public employment services is not widely known or understood. Information concerning the variety of career opportunities and in particular on new career paths has not been widely distributed. Many jobs are not publicly advertised and are allocated through private contacts rather than in the open market. Gaining access to prestigious universities often requires personal contacts.

A further problem in Russia is the extent of the informal economy. It has been officially estimated that the income of this sector represents 33% of the business income of the country, in comparison with approximately 10% in more fully developed countries: this is likely to be a substantial underestimate of its extent. A lot of children and adults are engaged in this sector – including agriculture, construction, piecework, and street work – as their main source of livelihood, with long hours, low wages, and without any social security or trade-union protection.

Discrepancies can grow between the education and training system and the requirements of the labor market. The requirement thus arises to adjust the former more effectively to the latter. However, the size of Russia and the differences between regions complicate and slow down this process.

The number of jobless people (on the basis of ILO definitions) reached 5.6 million in 2002, representing an unemployment rate of 7.9%. Of the jobless, 54.5% are men and 45.5% are women. The average duration of job search is approximately 9 months, and 5.7 months for the officially registered jobless. Career information and guidance services have an important role to play in providing work opportunities to unemployed people (Appendix A, refs.1, 15, 19).

Since selection of training, jobs and career paths are not commonly made through a regular process of orientation in Russia, many individuals are in workplaces which they have chosen reluctantly or casually. This leads to such problems as frequent job changes (up to 11 million in 2001), job dissatisfaction, absenteeism, and reduced productivity. These problems affect nega-

tively not only the enterprise for which the individual works, but also the national economy and national competitiveness.

2. OVERVIEW

- *Briefly outline the history of career guidance services in your country: when they started, and major changes which have taken place since then.*

The history of vocational guidance in Russia dates back to the 1920s. Under the communist regime, however, there was little perceived need for such services. Unemployment did not officially exist, and people were largely allocated to their roles by selective processes; “career” (*karyera*) was linked with individualism, and regarded as a social vice.

With the political changes of the 1980s, however, the recognition of the need for career guidance services began to grow. The first services comprised a small number of consultants helping with job search and with the search for a suitable occupation (including choices of further vocational training). Since 1991 such work has begun to be carried out on a more regular basis by advisers both in educational establishments (including school psychologists and class teacher-advisers) and in the public employment service.

The Federal Law on Employment was passed in 1991 and revised most recently in 2003 (Appendix B, item 1.2); the Federal Law on Education was passed in 1992 and revised in 1996 and 2000 (Appendix B, item 1.3). These laws have determined that services in the field of consultation, planning, support and guidance related to career development will be provided in establishments under the control and management of the two relevant federal ministries – the Ministry of Labor and Social Development of the Russian Federation (ML) and the Ministry of Education of the Russian Federation (MEd) – with their regional counterparts – the Regional Offices of Employment Management (ROEM) and the Regional Education Authorities (REA).

The system under the control of MEd operates more than 850 state and municipal educational establishments for children of different age (from kindergartens up to colleges and technical training colleges), within which more than 64,000 psychological and pedagogical specialists work. They are co-ordinated and supported by 456 Centers for Psychological, Pedagogical, Medical and Social Support (PPMS centers). In addition, over 1,400 psychological, medical and pedagogical commissions (PMPC) are in operation: these are organized on an area basis, and make diagnostic assessments on which decisions can be based in relation to students with special needs.

The 89 regional employment centers operate within the system of the Federal Public Employment Service (FES). There are also Career Information, Guidance and Counseling (CICGS) centers in nearly all of the regions: 24 are federally funded by the ML, 10 are regionally funded, and over 50 have mixed funding. These centers offer career counseling and information services. In addition, there are over 400 employment centers which offer some career counseling along with a range of other services (job placement, benefit claims, support for vocational training, etc.), and over 100 training centers which provide some guidance services. More than 4,000 qualified psychologists work in these various services (Appendix A, refs.1, 15).

The general policy in the field of services on counseling, career planning and career guidance changed considerably after the reforms of 1991. Since 1993 a number of acts and documents regulating the activities of services on career planning and support (see the list of normative documents in Appendix B) have been approved. Particularly notable are:

- Decree No.1 of the Ministry of Labor (27 September 1996) regulating a national system of vocational counseling and psychological support, to be accessible to all citizens.
- Decree No.867 of the Government of the Russian Federation (31 August 1998) on the responsibilities of educational establishments to children requiring psychological, pedagogical, medical and social help (PPMS centers).

In 1999 an Agreement on Co-operation between the Ministry of Education and the Ministry of Labor and Social Development for 2000-05 was prepared and signed. In this agreement the system of interaction between the two ministries is stipulated in a variety of fields, including career guidance services for youth and for the unemployed population, and assistance in the employment of graduates from vocational schools.

Since 1995, within the framework of the Tripartite Commission, a general agreement has been drawn up between the all-Russia association of trade unions, the all-Russia association of employers and the Government of the Russian Federation covering a wide range of matters, in which the interaction of the three sides in the provision of services in the area of vocational counseling and career guidance is specified (see Appendix B, item 5.4).

Proposals have been prepared for ratification under the European Social Charter (item 9 “the right to vocational counseling” and item 10 “the right to vocational training”). These are designed to stimulate employers to devote resources to vocational training and improvement of their employees’ skills, including support for career planning and career guidance.

At annual boards of the ML and of the MEd, and at special sessions of boards of these ministries, issues related to career planning and career guidance have been examined, and relevant decisions have been made and legislative documents issued (see the list of acts in Appendix B).

The decisions at these and other meetings have started to lay the basis for the development of a social policy in this area. The first aim of improving the career guidance system is to contribute to achieving an effective solution to the problems caused by a large number of students, many of them aspiring to enter university. Development of effective career information and guidance systems is needed at a number of different levels:

- at the level of the general school
- at the level of the second step of full general education
- at the level of initial vocational school
- at the level of the higher vocational school
- in work with graduates of the general school
- in work with entrants to vocational school
- in work with graduates of vocational school
- in work with youth and with the unemployed population
- in work with the personnel of enterprises.

Other important decisions relate to ensuring that services in the field of career guidance are provided by qualified experts, who have a postgraduate qualification in career guidance or in psychological counseling.

The federal employment service (FES) plays a core role in the delivery of services in the field of career planning and career guidance. FES was established as an independent agency by presidential decree in 1992; in 1998 it was incorporated into the new Ministry of Labor and Social Development. The basis of its work is the principles stated in Recommendation No.88 approved by the International Labor Organization (ILO). A project to reorganize the public employment service, aimed at developing a more active and modern structure for the service, has been carried out.

Experts from the German public employment service, from Scandinavian countries, from other European countries, from the World Bank, from the European Union and from the European Training Foundation were all involved in this project (Appendix A, refs.5, 13, 17).

More than 70,000 qualified specialists now work in the system of career guidance services, including the MEd and ML centers mentioned earlier. These cover all 89 regions of Russia, providing services in the fields of career planning and support, personal consultation and career guidance of different kinds and different extent. They offer information on workplaces, on training and on working life to those who requires such information. Some services offer more all-round services, including individual and group activities. In all employment centers there are documents and written materials on the labor market and the education and training market in the region. Regular careers fairs are organized. Services are adjusted according to the working conditions and the qualified personnel available.

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

Professional career services in schools are mainly provided by school psychologists (see Table 7). PPMS centers in cities are responsible for co-ordinating these services and for supporting them “on demand”.

Table 7. Number of psychologists in educational establishments

Number of psychologists	Total		
	1994/95	1996/97	1998/99
In general secondary education (persons)	8,454	18,351	28,555
In initial vocational schools (persons)	454	478	556
Number of psychologists per 100 educational establishments	12-24	26-38	44-52

The education system has received significant potential help for the development of career information and guidance services through a program for computerizing rural schools, carried out in 2001. The project was carried out through close collaboration between the Ministry of Education and all members of the Russian Federation except the cities of Moscow and St Petersburg (the project was confined to rural schools) and the Chechen Republic. It was financed jointly from federal and regional education budgets, with one billion rubles (about 32 million US dollars) from each.

The initial target was for delivery of 48,000 computers to rural schools, but following a competitive tender it proved possible to buy 56,500: 8,500 more than planned. Of the 31,721 rural schools for basic and (full) general education in the Russian Federation, 30,715 (97%) have been computerized through the project; the remaining 3% include schools which members of the Russian Federation had already computerized, plus schools in the Ivanovo area, in the Republic of Northern Ossetia - Alaniya, and in the Chechen Republic, which did not participate in the project. The computer equipment introduced through the project comprised 75,000 units: 8,543 computers in teacher workplaces, 48,065 computers in pupil workplaces, 9,063 printers, 6,987 external modems, and 3,582 complete sets of network equipment.

Alongside this, staff development programs for teachers on the use of the technical equipment and of the software in the educational process have involved 15,759 teachers from 79 regions.

PPMS and psychological school services in the education system are co-ordinated with career information and guidance services in FES, according to the Agreement between MEd and ML mentioned earlier.

Career guidance and employment counseling services carried out by FES include:

- matching the qualifications and capacities of individuals to work requirements;
- offering help in making career choices which best correspond to the individual's capacity and situation;
- helping the individual to achieve the level of qualifications required for this career;
- helping individuals to acquire the skills they need to look for jobs and to compete in the labor market (e.g. job clubs);
- supporting placement into jobs and adaptation to the new job.

Universities, too, have own counseling and psychological services which may include career guidance. A few state and non-state universities also have specialist job placement centers.

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

Services are provided by MEd and ML, as explained above. Parts of the established budgets at various levels of the government are allocated to career guidance services, including preparation of relevant information resources, and requiring co-operation between various public and private establishments.

MEd is responsible for financing services at schools and other educational establishments, and also in PPMS centers. Universities make payments for their services from the budgets allocated to them by the State and from "extra budget" sources.

ML and FES are limited to the budgets assigned for these purposes by the state. From this budget ML and FES fund the development, updating and distribution of career information resources, the work of the employment centers and career planning services, and programs for offering guidance and support to youth and to the jobless and unemployed population.

3. POLICY FRAMEWORK

- *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.*

All state and municipal services relating to career guidance and psychological services in Russia are carried out on a formal legal basis and through the established structures based on this legislation. Bodies of legislation connected to the services provided by MEd and ML include the following (see the list of statutory acts and documents in Appendix B):

- The federal law on education
- The federal law on higher education and postgraduate training
- The federal law regarding the Labor Code of the Russian Federation
- The federal law on employment

These laws have a fundamental role in regulating the system of career guidance and psychological services.

Other pertinent policy documents include:

- *The European Union (EU) standards*

Russia aspires to achieve EU standards in the field of vocational training during the shortest time possible, through international projects and programs. These include: the project on reform of vocational education and training in the Northwest region of Russia; the Russian-Belgian PPMS centers project; and EU Tacis-funded programs such as Delphi (Appendix A, refs.1, 4, 13).

- *National programs*

National programs include: the program of employment assistance; the program of help to university graduates; and the program for the development of the PPMS centers. These programs provides a structure for co-ordinating the efforts of different departments in relation to the common task of supporting the choice and realization of careers within regional labor markets. This requires a holistic system of professional services in the field of career information and guidance.

- *The program of social and economic development of the Russian Federation in the intermediate term (2002-04)*

Within the framework of this Program the Ministry of Labor aims to create a system of effective employment based on continuous lifelong learning for all (Appendix A, refs.1, 15). For this purpose it is necessary to provide effective career guidance services which will support vertical and horizontal movement at all educational levels. In particular, it is planned:

- to develop a normative legal basis for licensing career counseling and psychological support services for the population of the Russian Federation (including a charter for career guidance centers, specifications of time to be expended on career guidance and psychological support activities, qualification and certification standards for career guidance specialists, ethical standards for professional counseling activities, etc.);
- to develop a program for developing a system of career guidance and psychological support based on modern concepts;
- to develop new programs for training specialists in the light of the expansion of the functions of professional counselors, and of changes in strategic directions of development;
- to develop new methodologies for the work of psychological counselors on psychological help and rehabilitation, in order to improve the quality of services and make best use of limited staff resources in the light of staff reductions and the increased workloads of such specialists.

The national education system will be reorganized to match the requirements of the labor market, with priority being accorded to training related to manufacture, and observing equal opportunity for all students. The new system has yet to be constructed, and will be based on modern assessment methods at all educational levels, and on the development of the unique interests and abilities of individual students.

- *Statutory acts and documents regulating the status, position, duties and qualifying requirements for the personnel of career information and guidance services.*
- *Regulations about PPMS centers and CIGCS services in the education system*
- *Regulations about a national vocational counseling and psychological support service*

These documents and instructions define the principles and properties of services which will be provided in these areas, including the tools to be used and the principle of the active participation of clients in the process (Appendix A, ref.10; Appendix B, sections 2, 3).

Services in general and secondary education concentrate on:

- orientation to higher education and employment;
- development of effective study skills;
- raising understanding of occupations and of the requirements of employment, career development and working life;
- raising self-awareness and individuals' understanding of their distinctive features and characteristics;
- support for personal and social development;
- preparation for adult life.
-

- *Regulations on the practice of psychological services in education*

These instructions are designed to ensure that the psychological services offer services of good quality, supported by the requisite tools (Appendix B, section 4).

- *Substantive provisions and statutory acts on psychological services in general education*

These instructions define the purposes of such services, which include:

- helping pupils to investigate their interests and talents;
- facilitating their choice of career;
- helping students to prepare for their career, including experience of manufacture and of making a contribution to economic development;
- helping students to develop behaviors and skills which will facilitate their career.

- *Instructions on secondary education*

These instructions emphasize that each student should be guided to develop and progress according to their interests, talents and level of achievement, and that class teacher-advisers should work in close co-operation with the school's PPMS service. They also declare that programs should be carried out with the purpose of preparing students both for higher education and for career, both for work and for life.

- *Normative materials for initial vocational training*

In these instructions provision is made for school visits to vocational and technical education establishments; for seminars, conferences and symposiums to be organized to explain the relationship of vocational and technical education to employment; for vocational and technical fairs to be arranged; for career information to be provided in the form of brochures and audiovisual tools; and for steps to be taken to identify the vocational tendencies of students, with the purpose of orienting students in the eighth grade of basic school to appropriate programs of vocational and technical education.

- *Regulations relating to the FES*

The FES operates according to the Federal Law on Employment (Appendix B, item 1.2). Other legal instruments relating to its career guidance services include:

- Based on the Law, the Federal Program of Assistance of Employment, in which the positions and duties of the Russian Federal Service of Employment were determined.

- In the most recent version of the Federal Law "About Employment", new wordings of items 9 and 12 of Federal Law No.36-?? of 20 April 1996:

"Citizens have the right to free-of-charge consultation, free-of-charge access to information and services which are connected to vocational counseling and career guidance. Such services from the institutions of FES provide for effective career (occupation) choice, job placement, and further vocational and occupational training."

"The state guarantees to jobless citizens (after they have been registered by the FES centers) free-of-charge access to vocational counseling and psychological assistance services, vocational training, retraining and upgrading of professional skills."

- Decree No.1 of the Ministry of Labor dated 27 September 1996, which includes stipulations "... to expand and increase the system of career orientation, to provide and improve career guidance services, to offer employment and advice services, to carry out educational programs to develop the skills of searching for work" (Appendix B, item 1.7).

- Paragraph (i) article 6 from the Letter on Career Orientation from Recommendation No.88 approved by the ILO, which includes a requirement "to register applicants of work; to pay attention to their professional qualifications; to test their propensities; to ask them questions about their work direction; to investigate their physical and professional qualifications, if necessary; to help them in career orientation, career development and, where appropriate, career redirection".

- Article 9 of Part 1 of the European Social Charter, which states that: "Each individual is entitled to appropriate career orientation opportunities which will help them choose a career that is appropriate for their personal interests and talents."

- Article 4 of Part 2 of the European Charter, which states that: "The contracting parties undertake provision and improvement of appropriate career orientation, education and rehabilitation services to ensure that the right to work is actively enjoyed."

- *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.*

The policies of Ed and ML are closely connected to the Russian Federation's general economic policy, and to its program of social and economic development for 2002-04 (Appendix A, ref.11). To provide lifelong learning linked to effective employment, it is necessary to provide effective services for career planning and career guidance which will support vertical and horizontal movements within vocational training, will correspond to the requirements of the labor market and in particular of manufacture, and will offer equality of opportunity to all students.

There are no significant discrepancies between the purposes of these two Ministries. Co-ordination between them has received a formal status through the Co-operation Agreement signed in 2000 (mentioned above in Section 2). Working groups have been set up to implement this agreement.

- *Are services targeted at particular groups (e.g. school students; young people; tertiary education students; unemployed people; those receiving social welfare services; refugees; members of ethnic minorities)? What is the rationale for such targeting? How are such priorities or targets expressed? Give details, for example, of any legislation that provides rights or entitlements to services for particular groups; or of active strategies used to ensure access to services from the targeted groups.*

The target groups for the PPMS services of MEd (Table 8) consist of all students in formal education, including pre-school, basic education and secondary education. There have recently been discussions at policy level about extending these services to cover trainees in informal education too, linked to the concept of lifelong guidance services in support of lifelong learning. At present, however, the numbers of clients are limited (Table 9).

Table 8. Number of PPMS Centers in the main areas of Russia

	Main areas	Number of PPMS Centers		
		1994-95	1996-97	1998-99
1	Northern	4	8	6
2	Northwest	39	20	39
3	Central	103	94	152
4	Volga- Vyatka region	8	5	11
5	Central-South region	36	11	13
6	Volga region	14	15	58
7	North Caucasian	9	26	40
8	Ural	48	39	77
9	West Siberian	18	34	27
10	East Siberian	14	28	35
11	Far East	10	20	25
12	Baltic	1	1	3
	Total	304	301	456

Table 9. Number of pupils receiving special personal services in PPMS centers

	Main areas	1995-96	1996-97
1	Northern	3,093	4,050
2	Northwest	3,050	3,558
3	Central	3,174	3,274
4	Volga- Vyatka region	5,216	5,220
5	Central-South	3,141	3,428
6	Volga region	1,842	2,018
7	North Caucasian	3,582	4,100
8	Ural	2,015	2,236
9	West Siberian	3,064	3,560
10	East Siberian	6,916	7,386
11	Far East	4,732	5,810
12	Baltic	3,165	3,165
	Total	42,990	47,805

The main strategy of MEd in developing career guidance services accessible to its target groups is to establish units to provide services to local educational establishments (similar to the consultation and psychological services to schools), to appoint competent staff to these units, and to place new roles and responsibilities on teachers. Class teacher-advisers now play an essential

role in the process, providing necessary services to address the problems of their students, in consultation with school psychologists at their school. This includes relationships with parents, and lifestyle management, including career planning and guidance. In the light of the limited number of school psychologists, this approach is regarded as being both necessary and useful in order to distribute services connected with student development.

The target groups of FES include (Appendix A, ref.1; Appendix B, item 1.2): students who are at the point of making a career choice, including those who want to enter working life after basic education and who can be guided to training; senior students of vocational high schools and universities; soldiers who are about to complete their military service (all young men are required to undertake such service for two years); and adults who are having difficulty in finding work, who cannot adapt to working life, or who want enter work/career or to change their work/career or to progress in their career (see Table 10).

Table 10. Target groups for ML and FES services: 2003

Planned services	Planned numbers
Total consultations	5,665,000
No. of citizens receiving employment services	4,500,000
Including:	
Information and job placement services	2,861,000
Employment counseling services	1,315,000
Specialist career/psychological counseling services	324,000
To:	
Unemployed people	2,845,000
Women	2,200,000
Youth	2,235,000
Invalids	42,000
Citizens completing military service	52,000
Entrants to training	455,500
Psychological and professional services, in the CIGS centers (no. of individuals)	1,575,000
Including (no. of sessions):	
Professional counseling services (group and individual consultations)	1,540,000
Professional selection services (for employers, for the army, etc.)	135,000
Social-psychological support services (telephone hotline, psychological support, counseling, etc.)	95,000

Since 1992, when Russia accepted the conventions and recommendations of the ILO, different Departments of Vocational and Educational Training of ML have executed actions directed at children working in industry, in rural areas, and in streets. These actions aim to establish a national policy, to achieve co-operation and co-ordination between relevant agencies, to carry out relevant research, and to develop examples of effective practice (Appendix A, refs.1, 15; Appendix B, item 1.7).

A number of municipalities and non-governmental organizations also have programs for street children, some of which include components of career information and guidance services.

- *What are the major social, educational and labor market influences that are currently shaping national career guidance policies?*

In all decisions and efforts related to career guidance services as part of their general education and employment policies, MEd and ML consult various stakeholders and social groups, including interested governmental and non-governmental organizations.

Another important consultative mechanism is the national Summit Meetings on Education, which include representatives of universities, labor market organizations, public and private educational establishments, other pertinent public institutions and non-governmental organizations.

Some special boards of MEd and ML have paid attention to career information and guidance services (see Appendix A, ref.7; also list of documents in Appendix B, sections 2-4).

- *Which method(s) does the government use to fund career guidance services?*

According to the Law on Education and the Law on Employment, MEd and ML use various forms of income (multi-channel financing) to provide these services. The main sources of financing at present are the federal and regional budgets, from which FES and the CIGCS and PPMS centers, and – in part – school psychologists are financed. Most of the work of school psychologists is financed from municipal budgets.

There are also some federal and regional programs which are financed separately and within the framework of which services on consultation and career guidance are stipulated (programs to help children in crisis groups, ex-military men, and others).

Until 2001 the FES was funded significantly from an employer-paid tax on wages. This was then abolished, under pressure from employers' associations. The service is now funded directly from federal and regional budgets; this has resulted in substantial funding cuts (approximately 50%).

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

MEd does not demand any payment from individuals for services from PPMS centers, or for career information and guidance services in schools. Similarly, the ML and FES centers and the CIGCS centers do not demand payment for career guidance services to individual clients and to educational establishments. According to the national regulations (ML Decree No.1 dated 27 September 1996) additional career guidance services can be rendered for payment – to industrial organizations, regional management offices of education and employment, schools and other educational establishments – under contracts.

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

Estimates could be available for some work carried out under contracts with regional education and employment offices or with enterprises, including telephone and Internet services. No other information is accessible on this topic.

- *Provide the best available estimates of the cost (most recent year) to governments of providing career guidance services. If possible, provide information on: the ways in which the*

cost is divided between different Ministries and between different levels of government; trends in cost over time; and costs broken by type (for example: staff costs; information production costs; capital and equipment costs). If such data are not available, indicate why.

These kinds of the data are not available. Usually the resources assigned to the ministries from the state budget are distributed as the general items covering a variety of services.

Within educational establishments, the expenditure on career guidance services is included in the overall budget of the school/establishment. Commonly used budget items include:

- staff costs (wages and salaries, and taxes);
 - expenses for business trips;
 - purchases of external services;
 - purchases of consumer goods and materials;
 - equipment.
- *Describe any ways in which career guidance professionals are involved in the development of policy: for example, through formal roles for professional associations in policy formation; or through providing feedback to opportunity providers (e.g. educational planners) on unmet needs evident from the guidance process.*

Almost all employees working in the field of school, PPMS and CIGCS services are employed by the budgetary (public) organizations. Therefore they express their opinions through the channel of the ministry with the assistance of which they work, within the limits of its organizational structures. There are also professional associations which workers in this sector can join (see Section 5). There is, however, no authorized professional body with a legal status (similar to the chambers of doctors or barristers) in the field of career guidance or related fields. The non-governmental organizations working in this area play no active role in policy formation.

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 Russian education system, three different kinds of organization provide consulting services: the school psychologist, and the PMPC and PPMS centers which carry out diagnostic assessments of children's development and in a sense complement one another.

- *Pre-school education*

Consulting services in pre-school education are provided by teachers (who usually have a bachelor or master's degree in psychology).

- *Basic general education*

Children enter basic education at the age of 6 or 7 and usually remain there up the age of 14-18 (the minimum school-leaving age is 14). Officially, the maximum number of pupils in a class is 25; in practice it is often much lower than this in rural areas, but tends to be higher (up to 35-40) in the large cities.

Consultation services in classes 1-4 are provided by school psychologists in the form of personal help to children and parents, in co-operation with the class teacher. From class 6, there is some educational differentiation for various groups of students. In classes 5-9, pupils take obligatory vocational subjects. However, the contents of these lessons are not determined officially, and each region (or even each school) can change these contents at their discretion. In addition, the majority of teachers in classes 5-9 operate as teacher-advisers for a class.

The school psychologist in basic education works according to specified regulations (see the list of documents in Appendix B). One of the main tasks of the school psychologist is to provide information to pupils about the world of occupations, professional requirements, programs of vocational training leading to chosen careers, the needs of the labor market and what standard of life they can expect from their career choices. They tend to do this mainly through talks and individual interviews. This process usually starts in class 8.

A set of methods are used – psychological observation, interviews, questionnaires and tests of abilities and interests – to help pupils to form a personal career plan. The psychologist finds out the interests and talents of pupils and helps them to choose the most appropriate program, including choices between general secondary education and vocational/technical education, and between science, mathematics, humanities and social sciences in the programs of secondary education. The batteries of psychological tests are used to help students to know themselves better and to choose programs of further education which they wish to explore. Co-operation between school consultation services, career planning and guidance services and the class teacher-adviser is necessary for the administration and interpretation of these tests and related discussions with pupils. The responsibility for choosing the academic program finally rests with pupils and their parents.

- *Senior general education*

The senior general school includes classes 10 and 11 at age 15-18. Students of these schools are chosen through competition. They study separate subjects. Some schools at this level are co-located with universities, forming a so-called educational complex.

In general secondary education, career planning and guidance services are provided in each class. Students receive consultations in one of the following areas: sciences, social sciences, the native language, mathematics, foreign languages, arts and sports. Consultation and career guidance services are mainly concentrated around entry into higher education. Pressure to gain university places is intense: schools are estimated in public opinion in terms of their level of success in university entrance examinations.

Attitudes to the main areas of study in higher education are explored in class 9 (which could be viewed as an orientation class); examination of possible careers is covered in class 10; and information on entry to higher education, and preparation for entry to workplaces and career paths, is given in class 11. The tools used by school psychologists and advisors include standard psychological methods, usually tests. Their purpose is to help students to investigate their interests and abilities, and to compare their self-estimates with various alternative career paths. Career guidance is given to students and their parents on demand, so far as resources allow. The final decision is usually made by parents or by parents and the student jointly; some students make the decision independently.

Consultation and career guidance in full general schools are provided by school psychologists, by psychologists in PPMS and CIGCS centers, sometimes by FES services, and by class teacher-advisers. They are included in more general consultation and psychological services (Appendix B, sections 3, 4).

- *Initial vocational and technical education*

Orientation on vocational and technical education can be carried out by the school psychologist, the class teacher-advisor, a professional consultant or others. Students are guided in their area/branch according to the level, type and properties of the programs.

- *General comments*

The quality and quantity of these services differs between public and private schools. In general, the number of counselors is higher, and career information and guidance are carried out more extensively, in private than in public schools. This is true in relation both to basic and to general secondary education. Class sizes also tend to be lower in private schools; many public schools, especially in large cities, still operate on a split-day basis, with some classes operating in the morning and some in the afternoon.

- *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 need to carry out this role?*

School psychologists and class teachers-advisers usually cover professional consultation and career guidance as a part of their wider duties. For more detailed information concerning these duties, see the regulations on school psychologists in Appendix B.

- *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?*

Usually basic consultation and career guidance services are provided by the school psychologist or the class teacher-advisers. However, in the larger cities group consultations with experts from the CIGCS centers of FES play a significant role. Talks are given in schools; in addition, group visits may be organized from the basic and general secondary school to the career information and guidance centers in areas where such centers are accessible. In both cases, detailed explanations are given about the importance of career choice, specific factors to consider in making this choice, its relationship to educational decisions, and sources from which information on careers can be received, including those provided by FES; they may also cover vocational training alternatives, job-search skills, and interview techniques. These discussions may be supported by video recordings and films. Sometimes some tests are used at these sessions and the results and their implications fed back to the students.

Support also is provided to school services by the regional PPMS centers (Appendix A, ref.12; Appendix B, items 1.8, 2.6, 3.4). These have four main functions: to offer diagnostic services for students with special needs; to collect test data on pupils for institutional monitoring purposes; to deliver individual and group services in schools which have no school psychologist on their staff; and to offer support resources to school psychologists. Concerning the fourth function, the centers are not equipped to provide extensive support in the area of career guidance, except for the distribution of some (limited) career information materials, the organization of some seminars and meetings, and indicating to FES those schools which have no school psychologist so that this

can be taken into account in determining the allocation of their resources across the schools in the area.

- *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.*

Prior to the mid-1990s there was a compulsory course in all schools on choosing a career and preparation for the world of work, but it was discontinued as part of the process of permitting schools to have increased curricular autonomy (Appendix A, items 7, 9). Currently some regions provide courses of this kind. In Samara, for example, courses on effective behavior in the labor market are provided in class 8 and (on an elective basis) in class 11; some career education elements are also included in social education programs taught by volunteer teachers for an hour per week, and in intensive 1/3-day psychological education sessions organized twice a year for each class by school psychologists and classroom teacher-advisers (designed for general personal growth purposes)

Vocational subjects are included as a part of education programs starting from class 5 in all types of school. Their nature varies between schools. They may include units concerning related career opportunities and working life.

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

No.

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

Work experience is not included in the basic general school curriculum. Courses in vocational subjects may however include some related work experience. In addition, some regions provide opportunities for students to engage in “career probes”: regular visits to workplaces after school hours. Programs of technical and vocational training usually include work practice for skill training.

- *What is the extent of access for school students to other types of career guidance services (e.g. one-to-one counseling; careers fairs; career libraries; internet or computer-based programs)?*

Under programs designed to be of help to schools, the CIGCS centers of FES invite people from different career areas to give information on their careers to students. Visits to workplaces or to university open days are sometimes organized by schools for interested students.

Vocational and technical education fairs are organized by FES in all cities on a regular basis to display to teachers and students some of the products from vocational and technical education and to make this area more widely known among the public. The fairs provide information on different career areas, supported by brochures and audiovisual materials, and may also include opportunities for students to find out their vocational propensities.

Other opportunities like career fairs, career clubs, and access to the Internet or computer programs are offered according to the environment and resources of the school. The majority of schools have computers (see Section 2), and are acquiring access to the Internet within the limitations of the local technical infrastructure (in some areas there no reliable cable and telephone lines). Sources and documents about careers are kept in school libraries for use by students (Appendix A, items 4, 17).

Parents tend to be very influential on pupils' educational and career choices, and commonly attend guidance interviews with school and FES staff.

4.2 Tertiary education

In completing this section, please – if appropriate – provide separate descriptions of services in university-level institutions and non-university-level institutions such as community colleges.

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

In Russia university entrance is based on an impersonal competitive system. Potential applicants undertake pre-university courses and then take university entrance examinations at the end of their secondary education. Current reforms are making a gradual transition to a Uniform Graduation Examination to be carried out under uniform standards and rules. The results of this Uniform Graduation Examination have become the basis for acceptance into higher education. Students now apply to higher education institutions by sending them a standard application form after the examination. They are supported by guidance at their schools during this process. This may include visits to higher education institutions.

In Russia university programs are strictly determined by state rules. Usually students take broad courses for their first two years and then choose specific areas of specialization. When students make this choice at their university, they receive help from the academic staff appointed as course heads.

Students may also receive information and opinions from their departments about career areas, plus sessions designed to develop job-search skills. In some cases these may be part of the formal curriculum. Where students are not sure which career area to choose, they may be able to access career counseling from the psychological services or – where they exist – from the career planning centers at their universities.

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

All universities are required by law to provide professional counseling and psychological services. Such services tend to be more effectively provided in the state universities and in universities which have faculties of education.

Despite the fact that many graduates experience difficulties in entering the labor market (only around half get jobs straightaway (Appendix A, refs.3, 5, 14, 15, 19)), separate job placement centers are only provided in a small number of universities. The Moscow Technical University has a center designed to help high school graduates to realize their employment and career goals – and to help similar services in other state universities.

Middle-level vocational colleges have few psychologists or career guidance services. Yet many of their graduates fail to get jobs, or are not employed in the areas they have been trained for.

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

The professional counseling and psychological services in higher education include career guidance but are focused mainly on other psychological issues.

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

Where job placement services are provided, they tend to be separate from psychological services. Students can use also the placement services of FES which include some special provision for university graduates.

4.3 The public employment services

- *What career guidance services are provided by the public employment service?*

The FES provides career information and guidance services to young people and adults, as well as job-search and job-placement services. These services include matching the talents and qualifications of an individual to the requirements of work, and helping individuals to take up training opportunities, to find work and to adapt to work. In theory, employers are obliged to notify job vacancies to the FES, but in practice it seems likely that under 5% are notified, most of them hard-to-fill vacancies.

As noted in Section 2, the 400-plus employment centers provide some career counseling along with a range of other services (job placement, benefit claims, support for vocational training, etc.). Clients with difficult psychological or career guidance needs are referred to the regional CICGS center.

The CICGS centers provide a range of psychological support services, which include but may extend beyond career guidance and rehabilitation work.

- *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?*

Target groups of FES include young people at the point of making career choices and adults who want to enter a career, to change their workplace, or to move ahead in their career. In practice, however, most adults who use their services are unemployed (Appendix A, ref.1).

The same is true of the CICGS centers. In the case of the Moscow CICGS, for example, 94% of clients are unemployed; 4% are employed; and 2% are students. Three out of ten come as a result of referrals from employment centers; the rest are self-referred. The center publicizes its services, but tends to avoid the term 'career' in doing so. Some other CICGS centers devote more of their resources to work with students.

FES co-operates with various universities and municipalities, and organizes programs to help young people to acquire vocational skills. There are also programs at municipal level for target groups of jobless young people: these are initiated by FES and support the FES programs.

- *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 is not necessary for unemployed people to use career guidance services. Those eligible for benefits have, however, to attend employment centers twice each month to demonstrate that they are actively looking for jobs; if they reject a vacancy offered to them without an acceptable reason, their benefits may be refused.

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

Regional FES offices receive information about vacancies, the state of the regional labor market, and the planned entry to and exit from educational units in the region.

4.4 Employment-based guidance services

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

The Federal Legal Code on Labor provides for up to 4-5% of salary payments to be devoted to services in the field of vocational training and career development. Over 5 million workers have benefited from such schemes, which may or may not include some (usually informal) career guidance provision.

Many large industrial organizations (GAZPROM, LUKOIL, SEVERSTAL, NORILSK NICKEL, ROSTSVETMET, the RAO EES and others), as well as banks and financial organizations, incorporate structures which provide informal services for their employees to help their career development. Some of these companies have introduced processes for personnel development reviews which can include elements of career guidance. Businesses which value the importance of training and of creating a learning culture in their organization are likely to give more priority to career development services.

Such services tend to be much less well-developed in small and medium-sized enterprises.

- *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?*

The main function of trade unions is to prepare and to support the acceptance of the General Agreement on a tripartite basis (see Appendix B). In this Agreement actions on support of services of professional consultation and career development are stipulated.

Trade unions may also participate in development of programs in these areas, though the extent of such participation is currently very limited.

4.5 The private (for-profit) sector

- *What is known about career guidance 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 growing number of private recruitment/employment agencies which offer job-placement and related consultancy services to businesses and workers have developed (see Table 11). Their volume of activity is expanding, particularly in urban areas.

Table 11. Private recruitment/employment agencies in Russia

	Locality	Number
1	Virtual agencies	41
2	Moscow	164
3	St Petersburg	50
4	Novosibirsk	14
5	Bashkiria	2
6	Vladivostok	4
7	Volgograd	2
8	Vologda	3
9	Voronezh	1
10	Ekaterinburg	14
11	Irkutsk	7
12	Kazan	10
13	Kostroma	1
14	Krasnodar	9
15	Krasnoyarsk	5
16	Murmansk	4
17	Nizhni Novgorod	15
18	Omsk	2
19	Penza	1
20	Rostov-on-Don	11
21	Ryazan	2
22	Samara	9
23	Stavropol	2
24	Tomsk	2
25	Tula	4
26	Tyumen	1
27	Udmurtiya	2
28	Ulyanovsk	2
29	Chelyabinsk	2
30	Catalogues of personnel agencies	(10)
31	List of the best personnel agencies	(9)
32	Foreign personnel agencies	(70)
33	Personnel agencies of Ukraine	(20)
34	Crewing agencies	(65)
	Total	381

There has been an increase in the range of career-related services provided by the private sector in Russia. These now include headhunting services, outplacement services, and various forms of consultancy on human resource development. They also include Internet-based services.

Essentially the law does not forbid private companies from rendering services in the field of career guidance. However, rendering services to the jobless and unemployed population, and

also of some services to children, requires a license. There are no normative documents regulating the work, powers and duties of private recruitment/employment agencies.

- *What are their client base, the level of their fees, and the sorts of services they provide?*

The main clients are businesses.

- *Has government taken any steps to try to encourage private (for-profit) organizations to provide career guidance 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)?*

Because of the legal situation explained above, it is not yet possible to state that the government encourages private organizations to provide career guidance and consulting services (Appendix B, item 5.4). As soon as private agencies are legalized and registered, MEd, ML and FES may want to consider whether some of their services can be transferred to the private sector, and if so, which.

- *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?*

See above.

4.6 Other organizations

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

Some non-governmental organizations arrange educational programs in co-operation with public and municipal establishments. In general, however, the career guidance provision included in these services is limited or zero.

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

See above.

- *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 underserved, or not served at all?*

It is increasingly recognized that career guidance is a lifelong process which needs to begin pre-school, to proceed through basic, secondary and higher education, and to be sustained after that. But although this may be accepted in principle, current actions continue to be administrative and to be concentrated more on norms than on needs of students and adults.

The current educational programs, the physical conditions of schools, the attitudes of teachers (who receive low salaries, sometimes in arrears) and the patterns of communication between teachers and students do not provide adequate opportunities for identifying and developing the personal characteristics and talents of students. The rigidities of the structure – for example, the fact that horizontal transfers between school types, and especially between general secondary education and vocational-technical secondary education, are difficult or impossible – are a constraint in this respect.

Particular gaps in career guidance services relate to adults beyond school age, women who are outside the labor market, and young people and adults with special needs.

4.8 General note

Within each of the sub-sections 4.1-4.6 above, please include information where possible about the use made of various delivery methods. To help you here a list of some of the ways in which career guidance services can be delivered is given below:

- *Batteries of psychological tests*
- *Telephone guidance*
- *CD-ROM self-exploration and job-search packages*
- *Internet-based self exploration and job-search packages*
- *Careers fairs and exhibitions*
- *Educational experiences such as transition years*
- *Group guidance and counseling sessions*
- *Individual face-to-face interviews*
- *The systematic use of community members such as employers, parents or alumni: for example as sources of career information or as mentors and role models*
- *Career information libraries*
- *Paper-and-pencil self-assessment techniques: e.g. the Holland Self Directed Search*
- *Organized workplace or community experience*

Batteries of psychological tests

Until now there has been no authorized and officially approved toolkit for the work of school psychologists (Appendix A, refs.6, 12, 18). The General Test Battery for School Psychologists (GSTB) is the most popular and most widespread system of tests used, and met with some approval at the All-Russia Congress of Educational Psychologists held at Perm in 1999. It is due to be discussed again at the IV Congress of Educational Psychologists of Russia (RAPPE) which will take place in May 2003. It is hoped that RAPPE will approve it and recommend it for application across Russia.

Other tests in current use include:

1. The School Test of Intellectual Development (STMD) – based on intelligence tests by D. Wechsler
2. Self Esteem
3. Attitudes to the Self (V. Stolin)

4. Measurement of Achievement Motivation (Yu. Orlov)
5. Map of Interests (E. Klimov)
6. Technique to Diagnose and Express the Character of a Person (T. Matolin)
7. The House – Tree – Human Test (G. Book)
8. Level of Anxiety (T. Nemchinov)
9. Level of School Anxiety (Phillips)
10. Personal Questionnaire (H. Eysenck).
11. Diagnostics of Aggression (A. Bass, A. Darki)
12. “Accentuations” of a Person (Shmishek)
13. Diagnostics of Interpersonal Relations (T. Liri)
14. Diagnostics of Family Attitudes (R. Jill)
15. Diagnostics of a Person's Attitudes (B. Bass)
16. Differential Diagnostic Questionnaire – DDQ (E. Klimov)
17. Motivation for Success (T. Elers)
18. Motivation for Avoidance of Failure (T. Elers)
19. Motivation for Approval (D. Marlou, D. Kraun)
20. Orientations and Values (M. Rokich)
21. Motivation for Affiliation (D. Mehrabian)

Of these, (1), (3) and (5) are widely used in schools in professional consultations; (6) and (8) tend to be used by FES staff. In general, however, psychological tests and tools are not currently accessible in sufficient quantity, quality and variety.

- *Telephone guidance*

The majority of PPMS centers provide some consultation services by phone, answering questions posed.

- *CD-ROM self-exploration and job-search packages*

Career files from MEd and FES are accessible on the Internet. The catalogue giving information concerning universities and their programs is also accessible through the Internet: students can do their university selections and applications on the website. Access to the Internet in Russia is growing, but is still limited by European standards. CD-ROM-based services are extremely limited.

- *Careers fairs and exhibitions*

The first vocational and technical education fair (VTEF) was organized in 1993. Such fairs are now organized by FES with MEd and municipal bodies at the end of April or in May of each academic year, in the most cities across the country.

- *Group guidance and counseling sessions*

School psychologists and class teachers-advisers in basic and secondary education carry out group guidance activities with students.

CIGCS centers in FES also organize information meetings with groups of students (see Section 4.1).

- *Individual face-to-face interviews*

School psychologists at the basic school and at the general secondary school carry out career guidance activities with individual students. The FES centers which exist in each region and municipal unit, and the special CIGCS which exist only in some of these, also see individuals; PPMS centers, too, work mainly at the individual level.

- *The systematic use of community members such as employers, parents or alumni: for example as sources of career information or as mentors and role models*
Some schools arrange talks about careers, frequently with the help of audio-visual tools (video, slides, compact disc, etc.).

- *Career information libraries*
The FES and CIGCS centers all have career information libraries, though they are limited in their extent.

5. STAFFING

In answering this section, please describe difference between staff in the different settings in which career guidance services are provided: for example, schools, higher education, community organizations, public employment services.

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

In ? Ed

- *School psychologists*

School psychologists working in schools and in PPMS centers are all officially titled “educational psychologists” and need to have the necessary qualifications (see below). Since they do not work as teachers (though around 3-4 in every 5 have been trained and have previously worked as teachers), they in general are named “advisers” in official documents. They tend to spend most of their time working with students with behavioral or learning difficulties. They have no formal responsibilities for organizing career exploration activities, though some may take on tasks of this kind in practice. Current policy debates favor placing more emphasis on their educational activities and on their career guidance role for all students (Appendix B, items 4.4, 4.5, 4.10, 5.1, 5.2).

- *Class teacher-advisors*

All class teachers-advisors in classes 5-11 of the general schools and in all grades of high schools undertake duties which include responding to the problems of students in their class, managing the relationships between the school administration and students/parents, and organizing career information and guidance activities (e.g. visits to career fairs), in consultation with the school psychologist at their school. They have two hours per week for this work, and schools develop plans for how this time is to be used. On average, around half of the program is devoted to educational guidance and to themes related to career planning (Appendix B, item 4.6).

- *Vocational subject teachers in basic education*

As noted in Section 4.1, vocational subjects which are offered from class 5 in basic education may include units concerning related careers and working life.

In institutions of higher education

Psychologists and study advisers work in institutions of higher education. Job placement centers, at universities where they exist, are staffed mainly by graduates in psychology and in management and statistics.

In FES

Since as yet FES has no formal approval for the title of career/employment psychologist/adviser, the relevant staff are currently defined as career and employment consultants, or as consultants on personnel services. Legislation is however being prepared to give a legal status to career/employment psychologists/advisers in FES.

- *How many staff in each of these categories are employed to provide career guidance services in your country (please provide precise data if possible; if not, provide estimates)?*

Currently over 70,000 qualified specialists are working in career guidance and related consultation services including the centers of the MEd/REA and the ML/ROEM.

In education

Over 64,000 educational psychologists work in the system managed by the Ministry of Education, which includes over 1,400 psychological, medical and pedagogical commissions (PMPC) and over 850 state and municipal educational establishments for children of different ages (from kindergarten to technical training colleges). If this is related to the 18.7 million pupils in schools, it represents a ratio of around one psychologist to every 300 pupils.

The duties of the school psychologist are determined by documents from the Ministry of Education and the Ministry of Labor (see Appendix B, sections 1, 2, 3, 4). The role of class teacher-adviser is undertaken by most teachers across the country.

In FES and ML

The 89 regional centers of employment operate in the system of the public employment service (FES). In the FES framework there are, as noted in Section 2, over 85 CICGS centers, plus guidance services in the 400-plus employment centers and in the 100-plus training centers. Over 4,000 qualified psychologists work in these various services. Their professional duties are determined by regulations relating to centers of employment and centers of vocational counseling (Appendix B, items 1.2, 1.7).

- *What education and training qualifications are the different types or categories of career guidance staff required or preferred to have?*

In MEd

- *School psychologists*

School psychologists should have at least a bachelor degree in psychology or in management (including personnel management), plus training in psychological consultation. Such courses are offered in more than 40 universities and their branches in Russia. They include only limited attention to career guidance, focusing mainly on psychological counseling.

Recently, graduates in other branches of educational sciences have also been appointed as advisers after courses of professional retraining. The desirability of this practice is currently being debated.

- *Class teacher-advisers*

Courses in class management and in educational and developmental psychology are obligatory parts of the pedagogical training courses that each teacher is obliged to have taken at a pedagogical university in addition to courses in their own teaching subject. Courses in guidance have also recently been included in such courses, on an optional or compulsory basis.

- *Basic school vocational subjects teachers*

These teachers should have at least a bachelor degree in industrial training technology, in professional and technical training, or in art training. They may also participate in training programs organized by ? ? d.

In FES

In FES, career guidance and employment counseling services are staffed by personnel trained in psychology, management, business economics or other social sciences. As part of the strengthening of career guidance services, some of these staff have received additional training in the fields of psychology and counseling. Further programs are now being developed to improve the skills of staff in relation to job-search skills training and in the use of psychological tests.

As soon as the roles of career/employment psychologist/advisor are given official status (with improved salaries and employment rights), more regular recruitment and a new training policy will probably be developed. Use might also be made of courses in human resource management being initiated by the Russian Economic Academy (a state university), the Higher School of Economics (a university), the State Academy of Management and others. These courses are intended mainly to prepare people to work in the private sector.

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

For the present, there is no legally licensed professional association in the field of career guidance in Russia. Accordingly, the qualifications required are determined by the official bodies responsible for the services (? ? d, ML, FES, etc.). Psychological tests and related services can only be offered by personnel with relevant certificated training.

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

All teachers, including those with duties in career guidance, are expected by MEd to have the following competencies (Appendix B, items 2.2, 2.3, 2.6, 4.4, 4.5, 4.6, 4.7, 5.1, 5.2):

- General knowledge
- Subject competence
- Training/teaching skills
- Skills to develop knowledge of the student
- Planning skills
- Skills of class management
- Ability to develop basic skills
- Skills for offering services to students with special needs
- Skills for participation in out-of-class activities
- Self-development skills
- Skills for contributing to school development

Skills for developing relations between the school and its environment

Research to identify the competencies of the school psychologist, and of psychologists and advisers in PPMS and CIGCS centers, will begin in 2003.

People working in the FES are obliged:

- to have at least a bachelor degree
 - to have a high level of general and communication ability
 - to have a minimum stock of psychological knowledge and skills
 - to have ability to develop a resume and to express ideas orally and in writing
 - to have empathy and be capable of communicating well with others
 - to be consistent, patient and tolerant
 - to be open to co-operation
 - to have an advanced interest in the social sciences and in social welfare
 - to have powers of self-expression
 - to aspire to self-development and to be creative.
- *How are the competencies or knowledge and skills required of those who provide career guidance services changing, and why? What is being done to meet those changing knowledge and skill needs?*
 - *What opportunities exist for career guidance service staff to update their knowledge and skills?*

In ? ? d and ML, opportunities to upgrade the knowledge and skills are provided to staff of PPMS and CIGCS centers through “in-house” training. The relevant units prepare annual plans for such actions in the light of the available budget and the current policy priorities. The 24 federally funded CIGCS centers have responsibility for providing staff training to FES staff in their regions.

PPMS centers have responsibility for providing professional supervision and support for the work of school psychologists. This includes providing training in relation to particular tests and methods (Appendix B, item 2.6).

Universities also organize courses and seminars through their centers of continuing education, which public and private organizations can use to train their staff.

- *Please provide details of any professional groups, bodies or associations of career guidance workers in your country?*

There are a limited number of non-governmental organizations to which PPMS and CIGCS staff can belong.

- *The Russian Association of Educational Psychologists*

This Association aims: to create professional solidarity among educational psychologists working in the field of psychological consultation and career guidance; to foster the development of educational psychology services and psychological practice in Russia; to support the social, scientific, professional and cultural development of educational psychologists; and to protect the practitioners' rights. It has pursued these aims since 1996.

- *Russian Psychological Society (RPS)*

This Association was established in 1992: to create unity and solidarity among the psychologists of Russia; to ensure that psychology both as a branch of science and as a career is advanced and used to the benefit of the community; to increase the contributions of psychology to

health, education, industries, management, justice, the army and security forces, mass communication, publishing, religion, language, communication, social security, the arts, and other fields; and to guarantee the protection of professional standards and the rights of psychologists.

- *National Committee on Psychology of the Russian Academy of Science*

The purposes of the Committee are to co-ordinate the work of the different psychological associations of Russia in aspect of fundamental knowledge, research and applications of psychological knowledge in practice. The committee includes such associations as the Society of Psychologists of the Russian Academy of Science, the Russian Psychological Society, the Psychological Institute of the Russian Academy of Education, the Institute of Psychology of the Russian Academy of Science, the Association of Educational Psychologists, and the Institute of the Human Being.

- *Trade unions*

There are trade unions which all career guidance service personnel can join, including the Trade Union of Education and Science Workers and the Trade Union of Civil Servants

6. CAREER INFORMATION

Is comprehensive information available on the following topics:

(a) Post-compulsory education and training opportunities

?? d, ML/FES and regional administrations have various sources and publications on this theme, though they tend to be limited in nature. MED's Internet site (www.gov.ed.ru) includes information on educational provision in Russia.

(b) Occupations

There is no standard, regularly updated and comprehensive reference guide on occupations, designed for use in career guidance. Research at Moscow City Pedagogical University was the basis for the publication in 2000 of a handbook covering around 200 occupations, including new "market" occupations. FES has developed a library of short videoclips on around 100 occupations.

(c) Job vacancies

The FES maintains computerized registers of job vacancies.

The publishing house of the joint-stock company "Service for the Business World" produces a "Work for You" job database which is available on a popular free-of-charge Internet site www.zarplata.ru

The advertising agency DM has also opened a popular Internet site containing job vacancies: www.d-mir.ru

(d) Likely future labor market trends

Some information on labor market trends is collected by ML/FES through its network of local employment centers, and also by some regional administrations. These utilize the federal classification of occupations, which identifies some 3,000 different occupations. But no regular information is available on future labor market requirements, by occupation or area of training, presented in a form which can be used in career guidance.

- *Who is responsible for collecting and distributing this information?*
 The Ministry of Education is responsible for providing information concerning post-compulsory education and training opportunities. Each relevant unit in the Ministry is responsible for collecting and distributing this information concerning its school type and level.

The main sources of information concerning the labor market are FES and ML.

- *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 and stored?*

FES collects its information from employers, from vocational education establishments and from professional organizations. Checks are made to ensure that the information is accurate and presented in a standard form.

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

Some limited career information is available from FES in the form of career files and leaflets; they are also accessible on the Internet (Appendix A, ref.1; Appendix B, item 1.2).

University catalogues and brochures are available, which students can order electronically in the final stages of the university entrance procedures.

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

The primary target group of information produced by MEd concerning education and training opportunities is students in basic and secondary education and their parents, plus teachers as intermediaries to reach students.

FES information materials are designed to be accessible to a wide range of users.

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

FES career information files are systematized in a standard format, and care is taken to guarantee that the information is up-to-date. Despite the efforts made, the main problem is the lack of a formal and integrated system to guarantee the gathering, standardization, updating, distribution and use of the information. Effective means and procedures to transfer data and information concerning the labor market to educational establishments have not yet been established.

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

See above.

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

Some FES materials are distributed on request to schools, but others are accessible only in FES career information centers. Information materials produced by MEd are distributed through educational units and through 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.*

As explained earlier in this section, the private sector participates in the work of FES and also provides its own career information (including career magazines) and job-vacancy information: see e.g. www.mail.ru and www.yandex.ru

- *Has government sought to increase the role of the private sector in providing career information (e.g. by contracting out the production of material)? If so, how?*

There is no legislation on how the private sector can work in this area.

- *What kinds of labor 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 in this section.

7. ASSURING QUALITY

- *Please describe the steps, if any, that the government has taken to maintain and increase the quality of career guidance services.*

Efforts to improve the quality of career guidance services in ? ?d and ML have begun recently.

MEd which manages the work of educational psychologists at a national level has conducted a major review of their work. The relevant board of MEd has approved a number of decisions including a national program for the development of the service (see Appendix B). Proposals are to be discussed at the All-Russia Congress of Educational Psychologists in May 2003 and will then go back to MEd for final decision-making. As yet, however, no formal service standards have been developed.

Work is also being done on the development of the PPMS centers. This is focused mainly on their work with children requiring specialist psychological, pedagogical, medical and social help, but also embraces their career guidance work. The major task of PPMS services is to coordinate the efforts of various services, departments, technologies and programs of interaction – psychologists, teachers, social workers, doctors, etc. – including the work of school psychologists.

The School University Applied Curriculum Model (MSU) defines standards which the modern school should have and determines minimal qualification requirements for the personnel and advisers working in schools. The model covers an extensive area, including the structural organization of the school, the responsibilities of different functions within the organization, and priorities in the use of technology and other school resources. These include information and methods which will enable students to secure the skills they require for their future career and also to develop the skills of career management.

Work has started on developing an ethical code for the work of school psychologists and for psychological services in education.

- *Do standards exist for the delivery of career guidance services? How and by whom were these developed? What status do they have? Do they differ between providers?*

For the present, there are no national quality standards for PPMS and CIGCS services.

- *Do standards exist for the competencies required by career guidance staff? If so, how and by whom were these developed? What status do they have? Do they differ between providers?*

The professional qualifications required of some career guidance staff are incorporated in a number of normative documents produced by MEd and ML (see Appendix B).

- *Do any guidelines exist on information quality standards to help groups such as tertiary education industry associations and individual enterprises in producing career information?*

No.

8. THE EVIDENCE BASE

- *What information is available about the extent to which career guidance services are used? What is known about differences in levels of use and access as a function of factors such as: socio-economic status and 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?*

The system of services in the area of professional counseling and career guidance (under both education and labor authorities) is officially estimated as providing consultations in 2002 for more than 12 million people (as compared with 10.3 million in 2001). It seems likely that around 40-50% of these received some form of career guidance.

- *How is the level of community need and demand for career guidance 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?*

The level of need in certain services has been examined through regional research projects. An example of such research for the Central region is presented in Table 12, indicating what kinds of help pupils in classes 9-10 expect to receive from the school psychologist (Appendix A, refs.5,19). It shows the heavy demand for help with career orientation and career choices.

Table 12. Kinds of help from the school psychologist expected by pupils in classes 9-10

Kinds of help	2001-02 %		2002-03 %	
	9	10	9	10
Orientation: information on educational institutions, trades, labor market situation, etc.	74.6	67.4	60.0	72.7
Diagnosis of personal qualities	29.8	47.2	42.2	36.4
Psychological: conflicts with teachers, with friends, with parents, with oneself, etc.	11.4	14.6	16.7	7.6
No answer	12.3	12.3	14.4	6.5

- *What criteria are normally used to judge the benefits or outcomes of career guidance services?*

On the basis of normative documents (see Appendix B, sections 2-4) the work of all of the main services is monitored and evaluated by the responsible Ministries. This is done on the basis of quantitative data, and feedback collected from their clients.

- *Please provide details of any recent (last five years) studies that have been conducted of:*
 - *The costs of providing career guidance services*
 - *How costs vary as a function of the type of service delivered and the characteristics of clients*
 - *How the outcomes or benefits of career guidance services relate to their costs*
 - *How the benefits or outcomes of career guidance services are related to the type of service provided and the characteristics of clients.*
- *Please provide details of any recent 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.*

No studies of these kinds have been carried out in Russia in recent years.

- *Do any research centers specialize in career guidance services? Do they specialize in evaluative and policy studies; or do they mainly focus upon guidance methods and techniques?*

There is no research center which completely specialized in career guidance services. Some relevant research is carried out by the Institute for the Development of Vocational Training, by the

Academy of Education in the Psychological Institute of the RAE, and by the Institute of Psychology of the Russian Academy of Science.

The CICGS center in Moscow acts as a methodological center for employment services in Moscow, publishing monographs and a journal; these are also distributed on a subscription basis in other parts of Russia.

- *How useful has government found the work of research centers in developing policy for career guidance services?*

No information is available on this topic.

- *Has government taken steps to increase the evidence base for career guidance services through support for relevant research centers?*

No.

9. LEADERSHIP

9.1 Key Stakeholders

Here the aim is to gather information on the roles played by some stakeholders other than government Ministries in influencing the provision of career guidance services.

Employer Organizations

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

Employers associations in Russia are still weak and consequently only a general policy has been realized during preparation of the Tripartite General Agreement (see Section 2; Appendix B, item 5.4). According to this agreement (articles 3.11, 3.13, 3.14, 3.17), the stakeholders have agreed:

“... to prepare joint suggestions on the development of a system of vocational structure prognosis and of (occupational) placement of workers in different branches of the economy ...”

“... to provide for more effective job placement and use of manpower ...”

“... to manage the activity of non-state organizations providing employment counseling and assistance services, on the basis of the ratification of relevant ILO Conventions ...”

“... to prepare suggestions on the creation of systematic in-firm vocational training, retraining and professional skills upgrading for personnel, in close connection with the system of vocational training and professional education in initial, middle and higher vocational schools ...”

The employer organizations are interested in the development of a market of services in this area.

- *What initiatives do employer organizations take to help provide career guidance services for student and other non-employees (e.g. involvement in career information programs in*

schools and tertiary education; participating in career fairs and exhibitions; producing career information)?

Some employer organizations participate in programs of career information organized in schools and institutions of higher education. In addition, the number of contacts between businesses and vocational training institutions is increasing, with enterprises providing places for work practice. They also participate in career fairs, distributing company brochures and job application forms to those who are interested. The contacts made at these events sometimes lead to job placements.

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 participate in support for and regulation of career guidance services through preparation and signing of the Tripartite General Agreement (see above).

- *What initiative 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 career fairs and exhibitions; or producing career information)?*

Some trade unions may offer some career support as part of the social help they provide to workers and their families. Students' unions sometimes play a role in organizing career planning and employment support for graduates.

Other Stakeholders

- *Please describe any ways in which policies encourage other stakeholders – such as parents, associations of students, alumni, 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 provision to non-government organizations; through membership of advisory bodies; through membership of program management committees)*

No policies are currently in place to support such involvement.

9.2 Co-ordination

- *What mechanisms, if any, exist for coordinating 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 adults; and between the different agencies that provide services?*

Efforts are being made to develop more effective co-operation between various stakeholders in this area, especially between public institutions and the private sector. The agreement mentioned in Section 2 provides a formal basis for this co-operation. The ministries also work together to support the organization of joint seminars and conferences; and sometimes create joint advisory and expert bodies (Appendix B, item 4.9). However, there are still many opportunities for improving such co-ordination.

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

Barriers include the size of the country, and institutional barriers.

9.3 Strategic Leadership

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

Potentially influential participants in the definition and development of career guidance services include: school councils, including the participation of parents; the regional education management offices; the resource centers and the centers of employment; and youth organizations.

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

The most effective way to improve these services is likely to be through improved co-operation and co-ordination between MEd, ML and FES.

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

Up to 2001 an Interdepartmental Commission on Vocational Counseling and Psychological Support operated at the Ministry of Labor: this was discontinued, as part of the change in the structure of FES, but has now been revived. An Interdepartmental Council on Educational Psychology is in operation at the Ministry of Education (Appendix A, ref.1; Appendix B, item 4.9).

There is a need however for a body to span both ministries, and other key players in the field.

10. CONCLUSIONS AND RECOMMENDATIONS

10.1 General Conclusions

Career information and guidance has a potentially important role to play in Russia in helping its citizens to adapt to, and take advantage of, the transition to a market economy. At present, however, it is based on a limited psychological model. Extensive use is made of tests. The tradition is to go to an expert for help. Choices are conditioned by the informal effects of the curriculum and organization within the education system, rather than being based on a conscious and reflective approach. Information is limited, as are opportunities to explore such information on a self-service basis, or to engage in other forms of career exploration. This reflects – and reinforces – the lack of

transparency in the education and training system and in the labor market. The allocative methods of the former communist regime have been replaced by heavy reliance on personal networks and contacts. The adequacy of this model is open to question on grounds both of efficiency and of equity. Improved career information and enhanced career guidance services, including career education programs designed to help individuals develop their own career management skills, could be significant in enabling Russia to become a fairer and more open society and to make more effective use of its human resources.

10.2 SWOT analysis

A. *Strengths*

1. Normative base for the organization and regulation of services.
2. Professional level of psychological services.
3. Infrastructure of state agencies, with capacity for future development.

B. *Weaknesses*

1. The guidance services in schools tend to be focused more on personal and social problems, and on learning difficulties, than on career guidance and career planning. Help on choices is focused more on educational than on vocational choices.
2. The strong psychological tradition tends to lead to an excessive emphasis on assessment and on directive 'test and tell' approaches; there is very limited support for career exploration or for the development of individuals' own career management skills. Links with the labor market are weak.
3. Career guidance services at universities are limited, and there is no network structure to support them.
4. Career information is inadequate, especially information on occupations.
5. The co-ordination of the work of MEd and of ML/FES services is insufficient, especially in the regions and at municipal level.
6. Career guidance services for adults are largely limited to those officially designated as being unemployed.
7. There is a lack of strategic leadership and co-ordination across the field as a whole.

C. *Opportunities*

1. The program for developing educational psychology services which is being prepared for discussion at the All-Russia Congress of Educational Psychologists offers opportunities for expanding the career guidance aspects of their work.
2. There could be opportunities to improve the quality of educational and occupational information, with some international support.
3. There could be opportunities to create a development project in the field of career education, connected to the current school reforms.

D. Threats

Apart from the size of the country and its regional diversity, the main threat is that the lack of impetus and resources, reinforced by the lack of clear allocation of responsibilities between the relevant public authorities, will mean that these opportunities will not be taken.

10.3 Recommendations

A. Career information and guidance resources

1. A major program should be developed by the Ministry of Education and the Ministry of Labor and Social Development, in collaboration with the regions and municipalities, to develop a comprehensive career information system, including integrated and detailed information on education and training opportunities and on occupations (including labor market demand). The program should start with:
 - A review of existing information of this kind in Russia.
 - A needs analysis.
 - A review of leading-edge practices in other countries.

The information developed should be made available both on the Internet and in hard-copy form.

2. In general, more extensive use should be made of computerized services and of the Internet and other technologies.
3. All information resources should wherever possible be made directly accessible to individuals on an open-access, self-service basis in schools, universities, employment offices, public libraries and other relevant locations.

B. Inter-agency collaboration

1. An interdepartmental council should be established to provide co-ordination and leadership for development of career guidance services on a lifelong basis in Russia. It should include representatives from ? ?d, ML and FES, and also from employers and trade unions, and from the regions. In considering the structure and form of such a body, previous experience and existing cross-sector groups, including the Council on Psychology, should be taken into account. It should be responsible for the management of the development of the career information system (see recommendation A1 above) and for ensuring that broader career guidance services are developed to enable the information to be used to maximum effect.
2. A clear state policy defining the role of the various structures in the delivery of career guidance services should be produced.
3. Officials should be appointed both in the Ministry of Education and in the Ministry of Labor and Social Development with a specific and specialist responsibility for developing career guidance services.

C. *Schools*

1. Pilot projects, capable of being scaled up, should be established to develop career education programs within the curriculum of basic and full general schools. These might be managed by school psychologists and/or by classroom teacher/advisers and/or by other teachers (e.g. economics teachers or school pedagogues). They could be part of the experiment with a more flexible curriculum in the “profile” school. They should be preceded by a study of best practice in this area, both in Russia and in other countries. To support such programs, the following should be developed:
 - Curriculum frameworks.
 - Materials, including IT-based materials.
 - In-service training programs.
2. As part of these pilot projects, more opportunities should be provided for students in basic and full general schools to explore the world of work through ‘career probes’, involving various forms of work visits, work shadowing and work practice. Organizational support should be provided to schools at municipality level to establish the links with enterprises and other workplaces that are required to develop such opportunities.
3. All schools should be obliged to develop school career guidance plans, with a clear definition of roles and responsibilities. Such plans should include the role of the school psychologists, of the class teacher-advisers, of the vocational subjects teachers and of the FES. Development of these plans should be incorporated into the whole school planning processes: ways should be developed of involving students, parents and employers in these processes.

D. *Post-school*

1. Pilot projects should be set up in universities and vocational colleges to establish modern career centers, to include not only job placement but also a wide range of career information, career guidance and career education activities. These should be preceded by a study of best existing practice in Russia and other countries.
2. In developing their services for adults, FES should be encouraged to develop services for employed as well as for jobless adults, connected to a national strategy for lifelong learning.
3. Legislation to provide a legal status for private employment agencies should be implemented as soon as possible.
4. Employers, with the support of trade unions, should be encouraged to establish processes to involve employees actively in their career development, including development of training plans. A strategy should be developed for supporting small and medium-sized as well as large enterprises in the development of such processes.

E. *Staff development*

1. More attention should be given to career management within university programs in the fields of psychology and management. In addition, programs should be established to extend the competence of existing school psychologists in the career guidance area. Steps

should be established to ensure that, within a given period of time, all schools have access to at least one school psychologist who has been on such a course.

2. The guidance competences required of all teachers in their roles as class teacher-advisers should be defined more clearly. Improved attention to developing such competences should be included in teacher training programs.
3. Programs should be established for school principals to ensure that they know about the nature and importance of career guidance programs. This should be linked to policy incentives.
4. Legislation needs to be developed as soon as possible to provide a legal status for professional staff in FES units, including career/employment psychologists/advisors. Programs of training for such staff should then to be developed, taking advantage of programs established at universities.

Appendix A: References

1. About Results of Work of the Ministry of Labor and Social Development of the Russian Federation in 2002 and Tasks for 2003. Moscow, 2003.
2. The Bulletin of the Ministry of Labor of Russia. A monthly journal, Moscow.
3. Education of Russia in Digits and Facts. Moscow, 1996.
4. Education in Russia – 2001: The Collection of the Statistical Data. Moscow, 2001.
5. Human Resources. Quarterly magazine. Moscow – Saratov.
6. Klimov, E.A. How to Choose an Occupation. Moscow, 1990.
7. Materials from the Board of the Ministry of Education of the Russian Federation special session, Moscow, 2002.
8. Middle Professional Schools of Russia. A monthly journal, Moscow.
9. National Observatory of Russia. Moscow, 1998. (EFO Project).
10. Normative and Legislative Documents for Teachers and School Psychologists. Moscow, 2002.
11. The Program of Socio-Economic Development of the Russian Federation: Intermediate Term Prospect (2002-04). Authorized by the Order of the Government of the Russian Federation No.10-0, 10 June 2001.
12. Regional Services of Practical Psychology: Experience and Prospects of Development. Materials of all-Russia conference. Samara, 2002.
13. Reformation of Vocational Training (VET) in North-West Region of Russia. SPb, 1999. (ETF Project)
14. Sociology of Authority: The Informational and Analytical Bulletin. RASS (????), Moscow, 2000-01.
15. Social Policy in a Post-Socialist Society: Problems, Contradictions, Mechanisms. Moscow, 2001.
16. State and Tendencies of Demographical Development of Russian Federation. Report of ML. Moscow, 2002.
17. The White Book of the Russian Education. Moscow, MESI publishing house, 2000. (TACIS Project on Management of Education).
18. The Working Book of the School Psychologist (ed. Dubrovina I.V.), Moscow, 1991.
19. Zabrodin, Yu.M. Psychology of Personality and Human Resources Management. Moscow, 2002.

Appendix B: Normative Documents

1. Laws and acts

- 1.1. The code of laws on work of the Russian Federation - "Labor Code". Most recent edition, 2002.
- 1.2. The federal law "About employment of the population of the Russian Federation", No.1032-1 of 19 April 1991. The most recent edition, No.8-?? of 10 January 2003.
- 1.3. The federal law "About education" (Sheets of Congress of People's Deputies of the Russian Federation and Supreme Soviet of the Russian Federation, 1992, No.30, item 1797; Legislative Assembly of the Russian Federation, 1996, No.3, item 150; 1997, No.47, item 5341; 2000, No.30, item 3120).
- 1.4. The federal law "About higher education and vocational training".
- 1.5. The federal law No.22-?? of 4 February 1999 "About ordering of payment to workers through the organizations of the budgetary sphere".
- 1.6. The federal law No.139-?? of 25 October 2001 "About the tariff rate (salary) of the first category of the Uniform Scale of charges for payment of workers through the organizations of the budgetary sphere".
- 1.7. The decree of the Ministry of Labor and Social Development of the Russian Federation No.1 of 27 September 1996 "About the statement of regulations about vocational counseling and psychological support of the population in the Russian Federation". *In performance of item 3 of the Order of the Government of the Russian Federation No.1070-0 of 29 July 1995, authorized by the Ministry of Justice of Russia on 20 December 1996.*
- 1.8. The decision of the Government of the Russian Federation No.867 of 31 July 1998 "About the statement of the typical status of educational establishments for children requiring psychological, pedagogical, medical and social help".

2. Orders of the Ministries

- 2.1. The order of the Ministry of Education of the Russian Federation No.442 of 17 November 1994 "About the statement of regulations concerning the licensing of educational establishments".
- 2.2. The order of the Ministry of Education of the Russian Federation and the State Committee of the Russian Federation on higher education No.463/1268 of 31 August 1995 "About the statement tariff and qualifying characteristics (and requirements) of posts for workers in educational establishments ...".
- 2.3. The order of the Ministry of Education of the Russian Federation and the State Committee of the Russian Federation on higher education No.622/1646 of 14 December 1995 "About the statement of recommendations for the definition of the skill levels of pedagogical and administrative workers".
- 2.4. The order of the Ministry of Education of the Russian Federation No.850 of 7 May 1997 "About the creation of a Co-ordination Council on Psychology".
- 2.5. The order of the Ministry of Education of the Russian Federation No.18 of 5 January 1998 "About the statement of regulations regarding the Co-ordination Council on Psychology".
- 2.6. The order of the Ministry of the common and professional education of the Russian Federation No.636 of 22 October 1999 "About the statement of regulations regarding the service of practical psychology in the system of the Ministry of Education of the Russian Federation".

3. Statutory acts

- 3.1. About introduction of a post of psychologist in establishments of national education. *The instruction letter of the State Committee of the USSR on national education No.16 of 27 April 1989.*
- 3.2. About the condition and prospects for the development of services of practical psychology of education in the Russian Federation. *Decision of the Board of the Ministry of Education of the Russian Federation No.7/1 of 29 March 1995.*
- 3.3. About teacher-logopedists and teacher-psychologists in establishments of education. *The instruction letter of the Ministry of Education of the Russian Federation No. 20-58-07??/20-4 of 22 January 1998.*
- 3.4. About the work of the centers of psychological, pedagogical, medical and social help to neglected children. *Decision of the Board of the Ministry of Education of the Russian Federation No. 7/2 of 19 May 1998.*
- 3.5. About practice of carrying out of diagnostics of development of the child in system of preschool education. *The instruction letter of the Ministry of Education of the Russian Federation No. 70/23-16 of 7 April 1999.*
- 3.6. About measures on prevention of suicide among children and teenagers. *Instruction letter of the Ministry of Education of the Russian Federation No.22-06-86 of 25 January 2000.*
- 3.7. Recommendations for the calculation of wages for workers in educational establishments. *Appendix to the Letter of the Ministry of Education of Russia of 16 January 2001, No.20-58-196/20-5/7.*
- 3.8. About the use of the working hours of the teacher-psychologist in educational establishment. *The instruction letter of the Ministry of Education of the Russian Federation No.29/1886-6 of 24 December 2001.*

4. The normative and methodological materials and letters

- 4.1. The instruction letter of the Ministry of Education of Russia of 12 January 1993 No.10/32 – ?. (about wages and salaries).
- 4.2. Regulations regarding the licensing of educational establishments. *Authorized by Order No.442 of the Ministry of Education of the Russian Federation, 17 November 1994.*
- 4.3. Regulations about services of practical psychology in education in the Russian Federation. *Approved by Decision No.7/1 of the Board of the Ministry of Education of the Russian Federation, 29 March 1995.*
- 4.4. Tariff and qualifying characteristics (and requirements) regarding posts of workers in educational establishments of the Russian Federation. *Authorized by Order No.463/1268 of the Ministry of Education of the Russian Federation and the State Committee on Higher Education of the Russian Federation, 31 August 1995. Co-ordinated with Decision No.46 of the Ministry of Labor of Russia, 17 August 1995,.*
- 4.5. Recommendations for definition of the skill level of pedagogical and administrative workers in educational establishments of the Russian Federation. *Authorized by Order No. 622/1646 of the Ministry of Education of the Russian Federation and the State Committee on Higher Education of the Russian Federation, 14 December 1995.*
- 4.6. Requirements for qualifications of pedagogical workers in educational establishments and assignment of qualifying categories to them. *Authorized by Order No. 622/1646 of the Ministry of Education of the Russian Federation and the State Committee on Higher Education of the Russian Federation, 14 December 1995.*

- 4.7. Changes and additions to Order of Ministry of Education of Russia No.463/1268 of 31 August 1995 “About the statement tariff and qualifying characteristics (requirements) ...”. *Authorized by Order No.622/1646 of the Ministry of Education of the Russian Federation and the State Committee on Higher Education of the Russian Federation, 14 December 1995.*
- 4.8. Regulations concerning vocational counseling and psychological support for the population of the Russian Federation. *Authorized by Decision No.1 of the Ministry of Labor of Russia, 27 September 1996.*
- 4.9. Regulations concerning the Co-ordination Council on Psychology. *Authorized by Order No.18 of the Ministry of Education of the Russian Federation, 5 January 1998.*
- 4.10. Status of educational centers for children requiring psychological, pedagogical, medical and social help. *Authorized by Decision No.867 of the Government of the Russian Federation, 31 July 1998.*

5. Documents co-ordinated with the trade unions

- 5.1. Regulations about the certification of the pedagogical and executive staff of state and municipal educational establishments. *Appendix to Order of Ministry of Education of the Russian Federation, 26 June 2000.*
- 5.2. About some questions regarding the application of regulations concerning the certification of pedagogical and executive staff of state and municipal educational establishments. *Letter No.297/19-10 of the Ministry of Education of the Russian Federation of 15 August 2000 and Letter No.117 of the Trade Union of Workers in National Education and Science of the Russian Federation of 15 August 2000.*
- 5.3. About the order of calculation of wages of workers in educational establishments. *Letter No.20-58-196/20-5/7 of the Ministry of Education of the Russian Federation and the Trade Union of Workers in National Education and Science of the Russian Federation of 16 January 2001*
- 5.4. General agreement between the All-Russian Association of Trade Unions, the All-Russian Association of Employers, and the Government of the Russian Federation: plan of action for the years 2002-04. *Adopted by Decree No. 878 of the Government of the Russian Federation, 10 December 2002.*

Appendix C: Acknowledgements

We wish to thank various civil servants and experts who gave us helpful information, including examples of practice, regarding career guidance service in the Russian Federation. We are grateful to peoples from the Labor and Education spheres both at federal and at regional level. Special thanks are due to:

<p>Prof. Valery Astapov</p> <p>Mary Canning Igor Kamanov</p> <p>Dr. Tatyana Klueva</p> <p>Alexander Kitin</p> <p>Vitaly Kolbanov</p> <p>Dr. Efim Kogan</p> <p>Dr. Alexander Krassilo</p> <p>Timo Kuusela Dr. Antonina Lyashenko</p> <p>Prof. Vassily Mitrokhin</p> <p>Dr. Sergey Stoyanov</p> <p>Dr. Valentina Yermakova</p> <p>Helmut Zelloth Prof. Vassily Zhukov</p>	<ul style="list-style-type: none"> - Head of Chair of Psychology of Moscow Open Pedagogical University - World Bank - Director of the Practical Psychology Department of the Ministry of Education of the Russian Federation - Director of the PPMS regional center in the Samara region - Vice-Director of the Department of Complex Analysis and Prognosis of the Ministry of Labor and Social Development of the Russian Federation - Director of the Department of Complex Analysis and Prognosis of the Ministry of Labor and Social Development of the Russian Federation - Director of the Education and Science Department of the Samara region - Director of the PPMS center of the Central District REA of the City of Moscow - European Training Foundation - Vice-Director of the Labor and Employment Department of the City of Moscow - Director of the Academy of Employment, Economics and Law of Moscow State Social University - Director of the CIGCS center of the Labor and Employment Department of the City of Moscow - Vice-Director of the Department of Staff Policy in the Ministry of Labor and Social Development of the Russian Federation - European Training Foundation - Rector of Moscow State Social University
---	---

Appendix D: Visit Program

Monday 12 May 2003: Moscow

- 9:45-11:00 Initial project team meeting
11:00-13:00 Meeting with Head of Department of Applied Psychology and Children's Health Care at the Ministry of Education of the Russian Federation
15:30-17:30 Visit to PPMS center

Tuesday 13 May 2003: Moscow

- 9:45-12:00 Meeting with top and middle-level civil servants and key policy-makers at the Ministry of Labor and Social Development of the Russian Federation
p.m. Travel to Samara

Wednesday 14 May 2003: Samara

- 8:30-10:30 Visit to secondary school
10:00-12:30 Visit to Samara Regional Sociological & Psychological Center (PPMS center) and meeting with key regional policy-makers (from Regional Department of Education & Science, Regional Labor Department, regional experts, practitioners etc.)
13:30-16:00 Visit to career center for adults in Samara region
Evening Return to Moscow

Thursday 15 May 2003: Moscow

- 10:00-13:00 Visit to Moscow State Social University (Academy of Employment, Economics and Law; Students' Career Center)
14:30-17:30 Meeting with members of psychological professional associations, university professors, etc. at the Moscow Open Pedagogical University
18:30-19:30 Meeting with World Bank and European Training Foundation staff

Friday 16 May 2003: Moscow

- 10:00-13:00 Visit to CIGCS center, City of Moscow, and to local FES offices of the Labor and Employment Department, City of Moscow
14:00-16:00 Debriefing