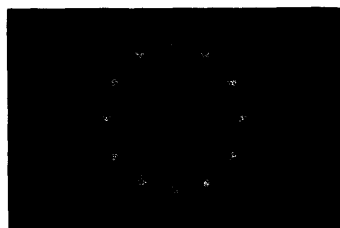


CEDEFOP Document

**Occupational and
qualification structures
in the field of
educational and
vocational guidance for
young people and adults:**

**in Greece
in Spain
in Italy**

European Centre for the Development of Vocational Training



CEDEFOP Document

Occupational and qualification structures in the field of educational and vocational guidance for young people and adults:

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Foreword

Although vocational guidance services and requirement profiles for counsellors differ greatly among the 12 EC Member States, they will likely have much in common when it comes to future tasks for the Single European Market. Geographical and occupational mobility are obviously on the rise in the direction of transnational movement. On the one hand, an increasing number of young people and adults are interested in training, continuing training and work opportunities in other EC countries; on the other hand, efforts to even out structural differences between national training and labour markets must be supported.

National vocational guidance services can only meet these new demands if their counsellors have comparable "Europe-related" qualifications. These would include a detailed knowledge of vocational guidance structures in the Member States, of the most important tasks required of counsellors and of the qualifications needed for the job. It is likewise important for them to be aware of the current situation with reference to the points mentioned above and main trends for the future.


For this reason CEDEFOP, with the help of national experts, has had research projects carried out in each Member State on job profiles in the area of vocational guidance. The above-mentioned points were analyzed within these projects. A meeting with all the national experts was held so that the work fields and their respective tasks could be jointly defined and made the obligatory basis of all the reports to enable comparability of the national occupational profiles. Moreover, three counselling profiles were worked out in detail as examples to provide a point of departure for taking the European dimension into curricular account. The

methodology currently being tested in the CEDEFOP project "Inventory of Occupational Profiles" was used for this. In keeping with the nature of the task, empirical surveys were used in addition to an analysis of documents and literature.

The high quality of the 12 reports and the excellent and cooperative teamwork has given CEDEFOP a suitable basis to continue its work on two further projects:

1. A comparative general presentation of the findings of the national studies focusing on a synopsis of detailed counsellor job profiles. This will also serve as basic information for exchange projects involving counsellors from the Member States.
2. An evaluation for working out Europe-related continuing training modules for national counsellors.

We believe that the publication of these reports will be an important step toward establishing new forms of transnational cooperation in the vocational guidance of young people and adults in a Europe without frontiers.



Enrique Retuerto de la Torre
Deputy Director



Gesa Chomé
Project Coordinator

Comments on publication

The large number of individual reports in two or three languages (31 altogether) in this project have made it necessary to publish several reports in one volume for organizational and economic reasons. The following list shows which reports have been collected in one volume or published separately.

- I. in German:
1. Federal Republic of Germany
 2. Synthesis report
- II. in English: (one volume respectively)
1. Denmark
 2. Federal Republic of Germany
 3. France
 4. Grand Duchy of Luxembourg
 5. United Kingdom
 6. Spain/Greece/Italy
 7. Belgium/Ireland/Netherlands/Portugal
 8. Synthesis report
- III. in Spanish:
- Spain/Synthesis report
- IV. in French: (one volume respectively)
1. Denmark
 2. Belgium/France
 3. Federal Republic of Germany/Spain/Grand Duchy of Luxembourg
 4. Ireland/Italy/United Kingdom
 5. Synthesis report
- V. in Greek:
- Greece (this report is available free of charge on request from CEDEFOP)
- VI. in Italian:
- Italy/Synthesis report
- VIII. in Portuguese:
- Portugal (this report is available free of charge on request from CEDEFOP)

These publication arrangements were made for time and other reasons (such as when the original reports were received and translated).

G. Chomé
Gesa Chomé
Project Coordinator

INSTITUTE OF EDUCATIONAL AND VOCATIONAL GUIDANCE

Occupational Profiles
of Vocational Guidance Officers
in Greece

Editors: Kassandra Zanni-Teliopoulou

Penelope Stathakopoulou

Psychologists (M.A.)

Vocational Counsellors

10 November 1991
Athens, Greece

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1. Introduction

The study aims at an analytic description of the occupational profile of Vocational Guidance (VG) officers in Greece. As had been agreed, we have taken VG officers to be all professionals concerned with some aspect of VG (choice of occupation, educational and vocational information, job placement). The topic of the research itself presented us with a problem. The very concept of the occupation or of the professional in VG is controversial in Greece for the following reasons: firstly, the legal status of these occupations is highly limited or even non-existent; secondly, the training of these workers is highly limited and informal, not only at the beginning of their career but also later on; thirdly, with the exception of the VG Counsellor employed by the Organisation for the Employment of Manpower (OAED), all other VG officers are not employed in VG as their main employment. As the result of these problems, we have a lack of statistical data in respect of these professionals as well as the public they serve, their task is not uniform, their aims are variable, the content and duration of their training varies and, finally, there is uncertainty and lack of clarity about their future development. We have tried to cover all these difficulties by making qualitative observations and detailed descriptions of the prevailing situation.

Although it was originally decided to analyse extensively the occupational profile of three kinds of officers, following discussions with higher VG officers and employment officials, we decided to limit ourselves mainly to two sorts of VG workers: the schoolteacher in charge of Schools Vocational Guidance (SVG), and the VG Counsellor

(Employment). The third category of officer, i.e., in charge of job placements, at present may only be considered as an administrative employee who, on occasion, carries out job placements. However, all available data regarding the job placement officer are included in the respective chapters and sub-chapters of the report.

Concerning the methodology employed, we should note the following:

- Firstly, we worked with two SVG teachers, two VG Counsellors and two higher employees of the OAED. They were all highly experienced officials with a good knowledge of their field. Our work with them consisted of discussions and their observations on our plans for the report. We did not extend to more interviews because the editors have twenty years' experience in VG (Mrs Zanni-Teliopoulou has been a higher officer of the OAED VG services for seventeen years and has monitored closely the development of SVG).
- Secondly, we utilised the relevant bibliography, which we set out at the end of the report.
- Thirdly, we were in touch with other areas relevant to VG, such as the General Secretariat for Youth (GSY), the Young Women's Christian Association (YWCA), and the University of Athens, and we held discussions with responsible individuals having direct or indirect connection with VG.
- Fourthly, the views expressed in Chapter 5, on Trends, are subjective, since they are a synthesis of our personal views and those of other VG officers with whom we held discussions.

The report is that agreed with the research officers, Gesa Chomé and Tony Watts.

Finally, we wish to thank for their valuable help all those officials in the OAED and the Pedagogical Institute who worked with us. In particular we are grateful to the OAED members Anna Papadimitriou, Alexandra Krasa, Alexandra Bouka and Evangelia Panayiotopoulou; in the Pedagogical Institute, the SVG teachers and SVG group members Archangelos Gabriel and Panayiotis Samoilis.

2.1 The Services

2. Structures



Services	Administrative control	Client target-group	Occupations	Number in occupation
<ul style="list-style-type: none"> - VG Directorate* - VG Centres* - VG Services - Prefecture Services - Employment Offices - Offices for vocational* rehabilitation of people with special needs 	<ul style="list-style-type: none"> - OAED 	<ul style="list-style-type: none"> - Young men and women aged 15 or over after compulsory education - Adults seeking work - People with special needs 	<ul style="list-style-type: none"> VG Counsellor (to all services) Psychologist (to services with asterisk) 	<ul style="list-style-type: none"> 25 6
<ul style="list-style-type: none"> - Prefecture Services - Employment Offices - Local Services - Offices for vocational rehabilitation of people with special needs 	<ul style="list-style-type: none"> - OAED 	<ul style="list-style-type: none"> - People of any age seeking work 	<ul style="list-style-type: none"> Placement Officer 	<ul style="list-style-type: none"> About 500 (estimate)
<ul style="list-style-type: none"> - Pedagogical Institute - Secondary education Directorates - State schools 	<ul style="list-style-type: none"> - Ministry of National Education and Religious Affairs 	<ul style="list-style-type: none"> - Pupils aged 12-18 attending secondary education 	<ul style="list-style-type: none"> Teacher in SVC 	<ul style="list-style-type: none"> About 8000 (estimate)
<ul style="list-style-type: none"> - Private offices - Private schools 	<ul style="list-style-type: none"> - Private 	<ul style="list-style-type: none"> - Pupils in secondary education - Adults 	<ul style="list-style-type: none"> Psychologist 	<ul style="list-style-type: none"> Very few

2.2 Legislative and Organisational Framework

2.2.1 Schools Vocational Guidance (SVG)

SVG was first implemented in Greece in 1978, pursuant to law 307/76. Its implementation was experimental and was only applied to a few schools in Athens and Thessaloniki and only to one class of the first cycle of secondary education. Later, it developed gradually and was extended to more classes of secondary education. As from 1985, it found general implementation in all classes of the first cycle of secondary education, in classes 1 and 2 of the General Lykion and in class 1 of Technical Vocational Lykions and also the Integrated Multi-Faculty Lykions.

Present implementation of SVG in the country's schools follows law 1566/85 (arts. 37-39). This law defines:

- the general aims of SVG implementation, i.e., to develop the pupils' personality, to inform them as regards educational and occupational openings and to integrate them in society vocationally
- the way to implement SVG, i.e., group co-operation between pupils and teachers in the classroom, giving information to students, visits to places of work and training, issuing printed matter for pupils, teachers and parents
- the way to organise SVG in every administration or other office of secondary education as well as in every school unit
- the educational personnel who will be implementing SVG, who are teachers in secondary education in any speciality but who have had specific SVG training.

SVG is organised in three levels:

- The first level consists of all secondary schools. In these, SVG is implemented according to syllabuses and detailed instructions. The programmes are carried out by an academic group, the SVG group, based at the Pedagogical Institute, which is the executive body of the Greek Ministry of National Education and Religious Affairs. A library of educational and vocational information is organised in each school and kept by the teachers implementing SVG in the classroom.
- The second level consists of administrations or offices of secondary education, these being services with headquarters in each prefecture which are responsible for the administration and control of the operation of all secondary schools in their district. With the Prefect's decision, these services include a resident educationalist who is responsible for SVG -- by preference, this person should have received further training abroad in matters related to Vocational Guidance (VG). The work of this official is to plan the implementation of SVG in the schools of the district.
- The third level is the Pedagogical Institute (PI), which is the main executive and academic body of the Ministry of Education. Article 26 of law 1566/85 provides for a section with competency in SVG in the department of secondary, technical and vocational education of the PI. Since the SVG section has not been put into action up until now, its work is mainly executed by a working group consisting of educationalists (SVG teachers) with significant training in VG.

It should be mentioned that the relevant law does not expressly mention the title of the officer who implements SVG in the classroom -- the teacher in SVG. The only occupational title stated by this law is that of the official responsible for SVG.

The part played by other agencies or by the social partners is highly limited in all levels of application of SVG. The same law (art. 48) provides for setting up a National Education Council (NEC), consisting of twenty-six members, which include a representative of the employers and the workers. The NEC, chaired by the Minister for Education, is a central body of lay participation, which is required to submit to the government topics relating to education policy for all grades of education. One of these topics is the content and manner of implementation of the SVG. The NEC was not set up and has not yet functioned.

The contribution of other agencies to SVG is confined to the co-operation of the official responsible for SVG with local authorities and other agencies, such as the Prefecture, Chambers of Commerce, the Organisation for the Employment of Manpower, co-operatives, etc, in order to exchange views and collect data which will further the implementation of SVG.

As mentioned above, the SVG has been generally implemented as from 1985 and it may be stated with certainty that there have been no significant deviations in its implementation from the lines set down by the respective legislation. A recent study (1988) by Pedagogical Institute researchers in 192 secondary schools showed that SVG is implemented in 100% of the schools in the sample studied. The same study, however, showed that of the teachers who undertake to implement SVG, only 16% have been trained in courses lasting 5 months. It may also be maintained that there are no significant differences in SVG implementation between rural and urban areas, owing to the fact that SVG programmes are implemented based on manuals and instructions sent



to SVG teachers throughout the country. Such deviations and differences as do exist, although significant, have not been assessed because they are qualitative and are mainly due to whether the SVG teacher has been trained in SVG or not. It should also be emphasised that the evaluation study of SVG, mentioned above, showed that pupils of rural districts thought SVG to be more useful and more interesting than did those of urban districts.

There are no official statistical data regarding the exact number of teachers implementing SVG in schools, but it may be estimated that it is approximately of the order of 8,000, given that there exist 3,300 units of secondary education and each unit has 2-3 teachers in SVG on annual average. As for the SVG teacher/pupil ratio, it is estimated to be approximately 1:100 (if we take into account that this year approximately 800,000 pupils aged 13-18 were enrolled in secondary schools).

Finally, we would note that SVG in secondary education is in no way different from the situation described analytically in the 1986 report on Greece in the study of Educational and Vocational Guidance Services for the 14-25 age group carried out under the auspices of the Commission of the European Communities.

2.2.2 Workforce Vocational Guidance

The Organisation for Employment of Manpower (OAED) is the competent agency for the workforce VG, as well as for placement in jobs (another basic activity of OAED being the vocational training of the workforce). Article 1 of Legislative Decree (LD) 212/1969 on the organisation and administration of the OAED provides, amongst other things, that the OAED is responsible for the VG of the workforce and for the matching of demand and supply of labour, the aim being the profitable employment of the country's workforce.

Regarding the operation of the competency for VG, Royal Decree (RD) 405/1971 on the organisation, setting up and operation of the OAED's services, provides for the establishment and operation of essential central, regional and local Services. Specifically, RD 405/1971 provides for establishing the following:

- Firstly, within the OAED administration, article 8 provides for establishing a VG directorate comprising four departments:
 - a department for the analysis of occupations and information
 - a department of psycho-technical studies and research
 - a department for VG implementation
 - a department for occupational selection,
- Secondly, article 14 provides for the setting up of a model VG centre in the Athens area, to comprise the following departments:
 - a studies and research department
 - a selection department
 - a department for VG and youth employment
 - a secretarial department.

Similar VG centres were recently created in Thessaloniki (1986) and

Herakleion, Crete (1988).

- Thirdly, with regard to other districts, article 15 of RD 405 provides for the creation of VG departments within the regional workforce Services.
- Fourthly, at prefecture level no VG Service is provided for but the Employment Office provided for in article 16 carries competencies related to VG and occupational selection for the workforce, as mentioned in article 40.

The main activities of VG Services, as described in article 38 of RD 405, are as follows: the vocational guidance and placement of young people in jobs; the development of employment opportunities for young people, as well as the appropriate information for employers; implementation of information programmes for young people concerning possibilities of vocational training; selection of candidates for training schools - using psycho-technical criteria - including occupational training of adults registered with OAED; selection through psycho-technical tests of business personnel (this last function has almost never been implemented); and examination of professional vehicle drivers using psycho-technical tests (this has stopped in 1986 through an act of legislation). The potential tensions between the two roles - VG and selection - are avoided by maintaining a clear distinction between the two sets of clientele.

Apart from RD 405, a more recent law extended the implementation of VG by developing new programmes and activities. Law 1346/1983 (art. 15) specifically provides for the creation of active VG programmes. The programmes concerned are for group VG and are targetted on young people aged 15-18 who have abandoned or completed their compulsory nine-year education.

Law 1837 on the protection of employment of minors, in its article 4 provides that those under-age must follow programmes of extra-curricular VG before being employed in any kind of work, with the responsibility for the programmes falling on the OAED. To date, article 4 of law 1837 has not been implemented.

It should be noted that the VG operated by the OAED mainly addresses young people aged 14-22 who have either stopped attending general education or have completed it and are continuing the second cycle of secondary education. It should further be noted that although this is the most significant target group of the OAED VG, VG Counsellors do supply VG services for other population groups (unemployed, adults, persons with special needs, etc.), according to the Service in which they work.

VG services are supplied by especially trained persons, the VG Counsellors. These officers constitute a special branch of the OAED staff, mentioned in RD 404/1971. As can be seen from Table 2.1, their number is extremely small. It is not feasible to estimate the Counsellor/client ratio, even approximately, because it varies to a considerable degree according to the VG activity concerned. It is obvious that, due to the small number of Counsellors, there exist enormous differences as regards the quality and quantity of VG services between urban and rural districts. VG in its full form is supplied only in large urban areas -- at the VG centres -- while in semi-urban and rural districts, very few VG activities have been developed and these are supplied by a small number of VG departments, prefecture Services, employment offices and offices for work and occupational rehabilitation of people with special needs, staffed by

VG Counsellors. The only VG activities supplied almost throughout the country are the programmes for active VG and selection of candidates for the occupational training schools of the OAED; in order for these services to be carried out, VG Counsellors travel from urban centres to the various regions on a temporary basis.

It should be noted that certain changes have been made to the implementation of VG within the OAED's framework since the study on Services for Educational and Vocational Guidance for the 14-25 age group in Greece carried out in 1986. The most important changes are:

- a reduction in the number of VG Counsellors
- legislation (which is not enforced) for VG of all minors before entering employment
- extension of VG services to other age groups beyond the 14-25 year olds who were the target group of the EEC study mentioned above.

The aspect emerging from the above - i.e. that while the number of counsellors decreases, VG services to other age groups are being extended - reflects the crisis VG as an institution has been going through in the last decade. In particular, although areas of need for guidance, counselling and information have been identified and laws have been passed governing the provision of vocational guidance to various population groups, in practice (and for reasons we explain in Chapter 5) these needs are dealt with as a matter of chance and no steps are taken to meet them long-term and in a rationalised manner.

2.2.3 Job Placement

In order to put into effect its competencies in the matching of demand and supply of labour as well as the profitable employment of the workforce, the OAED has set up within its management structure an Employment Directorate, which directs and co-ordinates the work of regional, prefecture and local services, provided for in articles 15 and 16 of RD 405/1971. The Employment Directorate consists of three sections. At regional level, it has created Workforce Services, consisting of the following departments: VG, occupational training, employment and insurance. At prefecture level there are the Prefecture's Services, which comprise four offices charged with the VG of their district's workforce. Similar Services may be created at local level, according to local need.

Services like the above have been created and operate throughout the country. Due to the fact that they are also responsible for administrative functions (unemployment benefits, family-related benefits), they have not managed to respond to their remit concerning job placement of the unemployed. That is why, after 1982, new services were established, i.e., Work Offices, 17 of which have been established to date. The purpose of the Offices, as described in the relevant circular, is firstly, the identification of demand and supply for labour and their correct co-ordination, and secondly, the supply of occupation-related information and advice to the unemployed by special occupational Counsellors, who must be aware of the conditions of the labour market. The same circular states that to develop the operation of placements the main tasks of the placement officer are interviews with unemployed persons and visits to businesses. Concerning interviews with the unemployed, the relevant circular



advises that the interviews aim to collect and supply information, that they must be carried out in a particular place, that they must be confidential and that the placement officer should behave in a manner appropriate to the creation of good relations with the unemployed. As regards visits to businesses, it is stated that they aim at developing good relations between employers and the Work Office. During these visits, which have been planned in advance, the placement officer collects information on the business's activities and jobs and informs the business about the employment programmes run by the OAED. In order to carry out these tasks, the placement officer must have a certain knowledge and qualifications gained through special training.

Furthermore, as from 1985 the OAED has established 7 Offices for the Occupational Rehabilitation of Persons with Special Needs, in order better to serve people with such needs. Activities of the Offices -- as described in the relevant founding decisions -- are the job placement of people with special needs, their referral to educational units of the OAED according to ability and the necessary care for the work adjustment of the disabled.

As regards the Work Offices and the Offices for the Occupational Rehabilitation of Persons with Special Needs, it should be noted that they do not fully respond to their remit, for the following reasons:

- They serve only the needs of certain urban districts.
- They are not staffed with personnel trained in placement. The placement officers, it should be noted, do not constitute a special branch of the OAED staff but are administrative employees.
- They are not staffed with VG Counsellors, except in very few cases.
- In spite of the efforts made and continuing to be made, they have a

great work load of administrative duties because they have undertaken responsibilities for the administration and management of employment programmes.

Finally, as regards the role of the social partners, RD 803/70 provides for setting up, at local level, Advisory Committees of Employment Services, which should include one official of Employment Services and a representative of employers and workers. These Committees should introduce measures for the improvement of the operation of Employment Services, taking into account prevailing local conditions. Such measures concern employment topics and occupational training matters for the workforce. To this end, they should submit an annual report with observations and proposals as regards labour market research in their region, as well as VG and occupational training programmes implemented.



2.2.4 Other Relevant Occupations

In the field of education, there are no other relevant occupations with which the teacher in SVG can co-operate. He/she co-operates mainly with the SVG official of the region and all the other teachers in the school. On rare occasions, he/she may co-operate with the VG Counsellor of the OAED to organise a visit by his/her class to the OAED's VG centre so that information can be given to the class by the VG Counsellor.

In the sphere of the OAED, a professional whose task is similar to that of the VG Counsellor and with whom the latter co-operates is the Psychologist. The Psychologist's duties are, to a large extent, similar to those of the VG Counsellor. But, as the Psychologist has a better theoretical base than the Counsellor, he/she complements the Counsellor's work in areas needing specialised knowledge, such as psycho-technical tests, persons with psychological or other problems, examination and processing of VG material (instructional and psycho-technical), training of VG Counsellors and so on.

Other professionals with relevant duties and with whom the Counsellor co-operates are the educationalists of the occupational training section of the OAED, the placement officers and the teachers in SVG. The educationalists of the occupational training section of OAED, although their duties are different from those of the Counsellor, co-operate with the latter in two activities: firstly, in selecting candidates for the occupational training schools of the OAED; and secondly, in implementing the active VG programmes. In the first case, their co-operation consists of jointly assessing the

socio-economic and personal data of a candidate in order to decide whether he or she is suitable for OAED training. Co-operation in active VG programmes comprises joint help to the young as regards occupational guidance, with each professional employing a different method. The educationalist's help lies in guiding young persons who partake in the active VG programmes in the execution of practical exercises in the OAED occupational training workshops.

The Counsellor serving in the OAED Work Offices co-operates with placement officers in placing one of his clients in a job and, sometimes, e.g. in the Office for the Rehabilitation of Persons with Special Needs, effects placements himself.

Finally, the Counsellor co-operates with teachers in SVG, though such co-operation is often limited and only concerns group visits by the pupils to the OAED's VG centres (preparation and organisation of such visits). In a few isolated cases, this co-operation may be made more substantial by including the collection and preparation of information material for the young, as well as planning, organising and implementing of model VG programmes, an activity which presupposes the co-operation of many agencies. This was the case with a pilot VG programme - financed by PETRA I - which has been planned, organised and implemented by all three institutions.

As regards the placement officer, in Work Offices where a VG Counsellor is also employed, he/she co-operates with the Counsellor, aiming to place the unemployed in suitable jobs in cases where these persons have been referred to the Counsellor for VG.

As well as the services mentioned in the table in section 2.1, certain



other activities and services should also be mentioned, which have been developed in the public and private sector recently and are relevant to VG. In the public sector, as the result of Presidential Decree (PD) 274/1989, the Services of the General Secretariat for Youth (GSY) were established, the aims of which included provisions for VG. Specifically, the Directorate of Development Initiatives for Employment "deals with topics related to the integration of the young in the productive and developmental processes of the country", one of its duties being the "promotion of VG programmes and training ...". Another directorate, the Directorate for Information, Events and International Co-operation, has a special department of Youth Information dealing with "collecting information in subjects related to the young from Greek and foreign agencies, their processing and their supply to the young, together with all essential means". These are the grounds for the operation of Youth Information Centres whose purpose is to inform young people concerning matters of interest to them. These matters include the possibilities for education and training, cultural activities and special youth programmes (either Greek or organised by the European Community). For matters more specifically related to VG and employment, these Centres refer young people to the OAED Services. To date, there are four such Centres in operation, three in the Athens area and one in Thessaloniki. The Youth Information Centres are not staffed with personnel especially trained in guidance work.

In the private sector, there exists a small number of private offices which supply VG services to young people. They are only found in large urban areas (Athens, Thessaloniki). The professionals serving in these offices are psychologists specialising in VG or related fields: for example, counselling psychology, occupational psychology, etc.

The Young Women's Christian Association (YWCA) supplies information in another form to women of all ages. These services are carried out by employees without relevant educational training. For special categories of women, however - e.g., women wishing to return to work or those who have never worked or those who have been away from work for many years - the YWCA runs special programmes of information and guidance from time to time. These programmes are reinforced by persons who have received special training in France at the Centre Retravailler.

Lastly, certain agencies for professional training and further education, e.g., the Greek Productivity Centre (GPC), have recently begun to integrate a programme for group VG into all their programmes for vocational training of the young unemployed. In implementing these programmes, the organisations concerned co-operate with private offices.

All the services mentioned above, mainly in the private sector, are making isolated and limited efforts, with negligible result compared to existing needs.

3. Tasks

Private sector	Public sector				Activities VG Officers	
	Educ'n	Employment				
		3. Teacher in SVG	2. Placement officer	Psychologist OAED		
4. Psychologist						
	//	/	/	//	A Education and training	Information management
	/	/	/	//	B Careers and occupations	
	/	/	/	/	C Labour market	
	/		/	/	D Support services	
	//		//	//	E Assessment	Work with individuals
	/	/	/	//	F Information giving	
	//		//	/	G Counselling	
	/	//	/	/	H Teaching (careers educ'n)	Work with groups
	//		//	/	J Group counselling	
					K Facilitating self-help groups	
		/		/	L Liaison with providers	Placement
	/		/	/	M Coaching in self-presentation	
		/		/	N "Insertion" of individuals	
					O Follow-up	Follow-up
	//	/	/		P Supporting informal guidance sources (e.g. parents, teachers)	Networking
	/	/	/	/	Q Advocacy	
					R Feedback to providers	
	/		/	/	S Internal (incl. services/ programme) planning and evaluation	
	/				T External relations	Managing
	/				U Research and evaluation	
	/		//	/	V Developing materials	
	/		//	/	W Training VG officers	Other areas

Key: / = some involvement in activity. // = major involvement.

3.2 Commentary

Teachers in SVG carry out their duties at three levels: in the classroom, in the administrations of secondary education and in the SVG group, which is based at the Pedagogical Institute. Their duties and tasks vary significantly, according to the level in which they are working. Their positions are not permanent but the teachers may alternate between these professional roles, according to their qualifications.

The teacher in SVG who is a group member with the PI's SVG has as his or her main task the planning of the SVG programme which the teacher will implement in the classroom. This includes setting out detailed instructions for its implementation, developing educational and information material necessary to implement SVG, co-ordinating the implementation of SVG, and carrying out researches for evaluating the effectiveness of VG programmes. Other duties comprise the creation of programmes for the further education and training of SVG teachers, as well as organising and directing their application; he/she may act as a lecturer on these courses.

Teachers of SVG who are officials for SVC at the administrative centres or offices of secondary education cover a certain region. Their duties consist of co-ordination and planning for the implementation of SVG in the schools of that region. To this end they co-operate with the SVG group of the PI, organise brief courses for further education and training of SVG teachers, motivate and co-operate with any agencies which may help with the implementation of SVG, guide and co-operate with teachers in SVG and organise events such as lectures, parents' meetings, etc. They also collect

information material for the local needs of SVG and apply SVG in the classroom in model form. Finally, in co-operation with SVG teachers, they assess the implementation of SVG and submit proposals to the PI's SVG group.

As regards the work of the teacher in SVG who is placed in a school, the greater part of it takes place in the classroom and consists of the interpretation (teaching) of the fundamental concepts of VG and the transmission of information related to the educational system, as well as to educational openings and occupations in Greece. A further task of the school-based SVG teacher is to organise visits by professionals to the school, aiming to inform the pupils concerning occupations available and the labour market, as well as visits by the pupils to work places. Although the collection of information related to educational and occupational openings is part of the SVG teacher's duties, in only very few schools does this occur in practice; and the same applies to the establishment of a file for educational and occupational information.

Turning to the task of the VG Counsellor, this is in no way standardised and presents us with a significant variety as the result of new needs emerging daily in the employment context, as well as the very small number of VG Counsellors. Other features of the VG Counsellors' work are: firstly, that they are addressing different population groups (secondary school pupils, young people who have stopped general education, unemployed young, unemployed adults, people with special needs); secondly, that this work is exercised in different organisational contexts (VG centres, Work Offices, Offices for the Occupational Rehabilitation of People with Special Needs, etc.); and thirdly, that the intervention of the VG Counsellor happens

in times of crisis for the client, i.e., when the client is facing some problem (e.g., choice of a course of study or an occupation, difficulty in finding work, unemployment).

As can be seen in Section 3.1, the main duties of the VG Counsellor are:

- Firstly, a personal interview of a consultative nature with the client, an assessment of the client's personal characteristics, not only through the interview but also using tests and questionnaires (mainly related to his or her interests), and the supply of information concerning occupations, training possibilities and the labour market.
- Secondly, selection of candidates for training schools (young) and occupational training (adults) of the OAED. The Counsellor selects candidates for the training schools using special ability tests.
- Thirdly, a more recent development in the Counsellor's work is group work. When working with a group, the Counsellor puts into practice a VG programme set out by the OAED's VG Directorate, aiming at self-awareness and information of group members, as well as their reliance on procedures for job finding.
- Fourthly, as regards job placement, this forms part of the tasks of very few Counsellors (2-3), mainly those who offer their services to the Offices for Occupational Rehabilitation of People with Special Needs.

Activities of the Counsellor which have evolved recently include planning and implementing VG programmes outside the OAED's Services and in co-operation with other agencies (Borstals, armed forces, communities facing particular socio-economic problems). In such cases, the Counsellor's work is more complex because, over and above implementing the programme, which usually means working with groups

as well as with individuals (interviews), it includes co-operation and negotiations with other agencies, as well as organising and administering the programme.

Finally, VG Counsellors serving in the Services of the VG Directorates also deal with developing the information and instructional material of VG, planning and developing model VG programmes, and planning and organising further training programmes for VG Counsellors already in service.

VG Counsellors employed in regional VG Services work according to instructions and guidance issued by the VG Directorate and using material they receive from the Directorate. Concerning information material in particular, most VG Counsellors collect, organise and classify their local material.

On the whole, the work of VG Counsellors within the OAED framework is not influenced to any significant degree by the Service or the administrative grade in which they are placed. It may be claimed that all Counsellors exercise, at different times and to different degrees, the main VG functions noted in the table in section 3.1.

As has been mentioned in section 2.2.4 the Psychologist's duties are to a large extent similar to those of the VG Counsellor. We can say that, in general, the Psychologist has less involvement than the VG Counsellor in information and placement tasks and more involvement in assessment, counselling, the development of psychotechnical material and the training of VG Counsellors.

Turning now to the job placement officer, it has been stated in the

introduction that so far he is rather an administrative than a placement officer; and in section 2.2.3 we analysed why this happens. The tasks noted in section 3.1 are those set down by the relevant legislation. These are: matching up demand and supply of labour, interviewing the unemployed, making telephone calls to businesses and visiting businesses.

As regards the specialist psychologists employed in VG, whether in the private sector secondary schools or as independent professionals, we note great variety and lack of uniformity in their work. Their most important activities, though, are personal consultations, assessment of the personal characteristics of their clients through tests, advice and information related to courses of study and occupations and consultations with parents. A recent development in the work of these professionals is to work with groups of unemployed people, more particularly group consultations, information and the development of job seeking skills and personal marketing.

3.3 Occupational Profile of the Teacher in SVG

The teacher in SVG has as his/her main activity teaching in the classroom. This aims to transmit to the pupils the fundamental concepts of VG, to impart information and skills, while promoting their personal development.

One part of the concepts which the SVG teacher attempts to impart concerns the individual personality and may be set down as follows:

- what the human personality is and how it develops
- personal differences: abilities, skills, interests, values, talents and how to develop them
- the social group, different roles, ways of communicating, gender roles, perceptions of stereotypes and how they are developed
- decision-making processes, ways of reaching a decision and its effects in our lives.

Further concepts and information concern the socio-economic environment in which the pupil lives and will live in the future.

These are:

- the educational system, educational openings existing in the Greek public sector and occupations to which they lead
- different professions, occupations and trades, their main features, their development and the demands they make on human beings
- fundamental concepts in the world of work
- the main features, structure and trends in the Greek labour market
- the existing agencies and their areas of competence in relation to work, education and further education.

The teacher in SVG tries to instil into the pupils the following skills:

- to collect information on educational openings, trades and occupations and the labour market
- to make decisions concerning education and trade/occupation in a rational way
- to plan and design their career.

Finally, the teacher in SVG attempts to contribute to the personal development of the pupil in the following ways:

- by facilitating adjustment to the school's social environment
- by reinforcing the positive image each pupil creates of him/herself
- by encouraging active participation in the process of educational and occupational decisions which concern him/her.

Methods and techniques employed by the SVG teacher in his/her work are:

- to give brief theoretical talks in the classroom
- to direct and encourage group discussions among the pupils on topics like an individual's contribution to society, occupational gender stereotypes, decision-making processes, etc.
- to implement and assess simple exercises in self-awareness and information
- to guide discussions with various professionals or representatives of various agencies in the classroom
- to organise visits by the pupils to agencies or places of work and education
- to create an archive in the school of educational and occupational information (on a very small scale).

The qualifications needed by an SVG teacher in order to succeed in his/her task fall into three categories:

Theoretical knowledge

The theoretical knowledge needed by an SVG teacher consists of:

- elements of the most important VG theories, with an emphasis on developmental theory
- elements of adolescent psychology
- a knowledge of education science
- a knowledge of the psychology of VG (personality, self-perception, individual differences, decision making, etc.)
- a knowledge of social psychology, stressing group dynamics, roles, communicating, socialisation
- a knowledge of occupations/professions and the labour market
- a knowledge of the Greek educational system and openings in the public sector in Greece
- a knowledge of socio-economic activities in the wider socio-economic environment.

Skills

In addition to theoretical knowledge, the SVG teacher must also have certain practical abilities (to know how to do certain things).

Specifically, he/she should know how to:

- use certain educational techniques (role playing, exercises)
- communicate effectively with individuals and groups
- direct and encourage group discussions
- collect information on occupations and training, as well as be capable of creating an occupational profile
- organise and classify information material (educational and occupation related)

- prepare, organise and manage visits to workplaces and similar events
- encourage the pupils (encouragement techniques) and reinforce their positive self-images.

Apart from the theoretical knowledge and the skills required, the attitudes and values of the SVG teacher towards human beings are very important. Specifically:

- he/she should have some degree of self-awareness in relation, firstly, to the main needs and motives and the way these express themselves from within his/her occupational role and, secondly, in relation to his/her own prejudices, so that the latter are not involved during the exercise of his/her duties
- not to have an absolutely inflexible and strict system of moral values
- to have a positive perception of human beings and, more particularly, to respect and trust them, as well as to believe in their potential for development and progress under suitable conditions
- to take a positive stance towards and show interest in on-going information and updating as regards the changes taking place in his/her socio-economic environment.

It should be stressed that the occupational features and competences mentioned above are those which SVG teachers should have in order to carry out satisfactorily the work delegated to them by Society.

However, very few SVG teachers are in possession of all these competences. Many do not have them because they have not received relevant training.

3.4 Occupational Profile of the VG Counsellor

As already mentioned, an important part of the Counsellor's activity is interviewing clients. The aims and content of the interview vary significantly according to the client (the young, adults, people with special needs) as well as the problem being dealt with. The main types of interview are with:

- young men and women who have completed their nine-year compulsory education, are continuing with their general education at a Lykeion and need help with choosing a course of studies and an occupation to suit them
- unemployed young people seeking training and/or work appropriate to them
- unemployed adults looking for work
- people with special needs looking for training and/or work.

In all the above cases the VG Counsellor's task is:

- to help them see their problem objectively
- to help them assess their personal characteristics, advantages and disadvantages of their own case
- to offer information relating to the labour market and various occupations
- to supply information as to available educational openings. The educational information to be supplied varies according to the case and may include:
 - the Greek educational system and available openings after the Gymnasion and Lykeion
 - opportunities for occupational training in Greece for young people and adults
 - occupational training possibilities as well as any special

programmes and measures for people with special needs

- support and guidance in making decisions and planning their actions
- to place them in a job. This last named activity is very limited and only concerns VG Counsellors offering their services to people with special needs.

Working with groups is another important part of the VG Counsellor's activities. The groups he/she addresses are either groups facing special difficulties in their occupational rehabilitation (young people coming out of prison, demobbed national servicemen with no training) or are groups in a transitional stage between education/training and the labour market. In all these cases the Counsellor uses a group VG programme which has been worked out by the VG Directorate. Such programmes have the following aims:

- to help individuals recognise their main personal characteristics
- to offer individuals information concerning occupations and the labour market
- to offer information on education/training openings
- to help them set occupational targets by assessing together their personal characteristics and the opportunities on offer
- to help them develop such skills as are required for finding work.

The Counsellor's work in group VG programmes is an amalgam of teaching and advisory work and includes the following:

- brief theoretical talks
- exercises in self-awareness and information
- role playing
- group discussions
- visits to work places.

All group VG programmes implemented by the Counsellor lead to personal co-operation between him/her and the client, during which the client is supported in decision making and planning a career.

As certain of the group VG programmes are implemented by Counsellors in co-operation with other agencies and are in areas of groups facing VG problems, the Counsellor's duties also include co-operating with the relevant agency or organisation, as well as administering the programme.

A further important activity of the VG Counsellor attached to the OAED, which comes under working with groups, is the selection of candidates for the OAED's training schools. Such candidates are tested in groups using psycho-technical tests for special abilities. This specific activity of the Counsellor includes carrying out group tests, marking and correction and formulating results. As regards the final formulation of results, the VG Counsellor co-operates with educational instructors of the VG schools, taking into account any further relevant socio-economic data on the candidates.

As information provision both to individuals and to groups is a basic activity of the VG Counsellor, he/she must not only disseminate information but also actively collect it, compose information material, organise it and classify it.

The planning and development of VG programmes, as well as the creation of educational/instructional material, is mainly an activity of VG Counsellors working in the VG Directorate of the Administration and not of the Counsellors working in local and regional Services. Further, VG Counsellors placed in the VG Directorate occasionally deal

with developing and organising training programmes of VG Counsellors.

The qualifications needed by a VG Counsellor if he/she is to succeed in his/her task are:

Theoretical Knowledge

- the most important VG theories
- elements of adolescent psychology
- elements of the psychology of the unemployed
- a sound knowledge of psychological concepts related to VG:
personality, abilities, interests, values, self-perception, decision making
- elements of education science
- individual differences and their measurement using tests
- one-to-one communication and group communication
- consultation (individual and group)
- occupational rehabilitation of people with special needs, ways of dealing with them, special measures and programmes
- study of occupations
- the educational system and openings for young people and adults
- the state of the country's economy, trends and perspectives
- the labour market: the way it operates, its structure and features
- unemployment, ways of coping, special programmes
- knowledge of the socio-economic environment (agencies that may support the Counsellor's task)

Skills

In addition to theoretical knowledge, the VG Counsellor should have the following skills:

- to conduct interviews with individuals facing a problem (individual counselling)
- to encourage and motivate groups (group counselling)

- to lead group discussions
- to give talks to groups
- to implement an educational programme
- to employ certain instructional/educational techniques for consciousness raising, encouragement and general development of the personality
- to implement, correct and assess test results
- to communicate effectively and create good relations with individuals and agencies outside his/her work area
- to collect information concerning trades and occupations and compose occupational profiles
- to organise and classify his/her information material.

As for Attitudes and Values, the VG Counsellor should:

- have a certain degree of self-awareness as regards, firstly, his/her main needs and motives and the way these are expressed within his/her occupational role and, secondly, as regards his/her prejudices so that the latter are not involved in the exercise of his/her duties
- not have an absolutely inflexible and strict system of moral values
- have a positive perception of human beings and, more particularly, to respect and trust them, as well as to believe in their potential for development and progress under suitable conditions
- to take a positive stance towards and show interest in on-going information and updating as regards the changes taking place in his/her socio-economic environment.

3.5 Occupational Profile of the Placement Officer

The placement officer's main tasks, as described in the relevant articles of law, are:

- discussions between him/her and the unemployed person, during which the placement officer, in the first instance, collects data on the personal situation of the unemployed person, any previous job experience and training and then informs him or her concerning job vacancies, special job creation programmes and the possibilities for occupational training offered by the OAED
- telephone calls to businesses in order to note down job vacancies in his/her district
- visits to businesses and co-operation with employers
- matching up of demand and supply of labour and placing the unemployed in jobs.

Both the interviews with the unemployed and visits to businesses take place on a very restricted scale because placement officers have neither the time nor the special training for such work.

In order to perform the above activities, the placement officer should be competent in the following areas:

Theoretical knowledge

- elements of economics as well as features and trends of the Greek economy
- labour market, employment policies, employment programmes
- unemployment: economic, social and psychological aspects
- elements of labour law: work agreements, pay, industrial relations
- awareness of trades and occupations
- vocational training for young people and adults
- private enterprise: structure and organisation, elements of business management, special features of Greek enterprises



- elementary statistics
- interpersonal communication
- elements of the theory of individual differences: personality, abilities, interests, occupational skills.

Skills

Beyond theoretical knowledge, the placement officer should be skilled at the following tasks:

- carrying out the administrative procedures involved in the job placements process
- interviewing unemployed persons
- communicating effectively face-to-face or on the telephone with businesses and with the public
- creating good business and public relations
- organising and using his/her information material
- working as part of a team.

Attitudes and values

In addition to the theoretical knowledge and skills required, the placements officer should possess certain personal characteristics such as:

- a positive attitude towards people, respect for them and trust in their potential for development
- a set of moral values which is not strict and inflexible
- an interest in receiving continuous and wide-ranging information concerning the socio-economic environment in which he/she lives and works
- broad-mindedness, particularly as concerns accepting easily new ideas and activities.

4. Training and Qualifications

4.1 Overview

	Minimum educational/ professional qualifications for entry	Initial guidance training	In-service guidance training
VG COUNSELLOR	Degree in Social Studies from a CHE or a TEC	- 6-9 months' FT education - Certificate or other confirm'n	- 1 week FT at irregular intervals
PSYCHOLOGIST	Lykion leaving certificate	University degree	- 1 week FT at irregular intervals
PLACEMENT OFFICER	Lykion leaving certificate or Degree from CHE or TEC	* a few days FT	_____
TEACHER IN VG	Degree from CHE or TEC plus 2 years' teaching experience	* - 1-2 weeks' FT (in-service) or * - 5 months' FT (in-service) or * - 1 year post-grad studies at a CHE abroad	* a few days FT

Key to abbreviations

CHE = College of Higher Education (4-5 year courses)

FT = Full-time

TEC = Technology Education College (3-year courses)

* = Optional

4.2 Commentary

During the early years of implementing SVG in schools (1978-1981), the teachers were brought up to date in SVG by attending courses lasting 2-3 days. In 1982 ten-day courses were organised throughout the country for 2,500 teachers. During the period 1983-1986, five-month courses were organised. The last named, which represent the most significant attempt at teacher training in the guidance field to date, were attended by approximately 500 teachers. All the training courses mentioned took place in-service, they were continuous and full-time and were organised and planned by the PI's SVC team. A requirement for attendance was, in addition to a university degree in the teacher's speciality, that he/she should have a minimum of two years' teaching experience. Further criteria for selecting candidates for the five-month training courses were their interest in SVG, as well as post-graduate studies in education science, psychology or educational sociology. Apart from these in-service training programmes, a number of teachers (at the time of writing 65-70) went to universities or other institutions in Britain or France and followed post-graduate courses lasting a year or more in Vocational Guidance. A small number of the teachers with post-graduate training in SVG (12-15 persons) constitutes the PI's SVG group or the secondary education Directorates. Since the five-month courses, no further significant attempt has been made in training SVG teachers. The SVG officials have, since then, planned and organised occasional (once a year) courses for SVG teachers of their areas; these usually last a few days.

VG Counsellors now employed by the OAED have been trained in the objectives of their work by educational programmes planned and

organised by the OAED's VG Directorate. Such courses took place in 1971, 1973 and 1983. The entrance requirements for these courses are set down by law and stipulate that candidates must be graduates of tertiary education in a social science, should be unemployed and should have sound knowledge of a foreign language. Candidates for the 1971 and 1973 courses were selected using psycho-technical tests and interviews. Candidates for the 1983 courses were selected by a written examination in composition, as well as by interview. These training courses lasted 6-9 months and they were continuous and full-time. Beyond the basic original training programme in VG attended by all Counsellors, the VG Directorate plans and organises occasional (usually annual or biennial) refresher courses lasting a few days, responding to the needs for new activities faced by VG Counsellors.

Placement officers are administrative employees (holders of Lykion leaving certificates or graduates) who most of the time practise their work empirically without previous training.

Psychologists employed in VG in the private sector are all university graduates in psychology and with post-graduate studies in a branch of psychology relevant to VG, e.g., counselling psychology, educational psychology or the psychology of work. Continuing training for psychologists employed in the private sector depends on the context in which they work and their own preferences for such training.

4.3 Detailed Profile of the Training of Teachers in SVG

In the following pages we set out in detail the content of the five-month training programmes which took place in 1983-1986 and were planned and organised by the PI's working group. These programmes represent a part of the Greek pilot programmes within the European Community Action Programme "Transition II" (transition from education to economically active life and the world of work).

The programme aimed overall to improve the implementation of SVG in secondary education. Specific targets set down in writing were as follows:

- to comprehend those procedures through which an individual is enabled to select an occupation
- to understand the process of personality development so he/she can explain individual differences he/she notices among the pupils
- to equip the teacher with the essential skills and abilities for communication
- to enable the teacher to interpret phenomena occurring within the school as well as in the wider social sphere
- to impart a sound knowledge of the Greek educational system.

The programme also aimed to inform the teacher concerning:

- the Greek and the international economic situation and the part it plays in the careers of young people
- the operation and management of an economic organisation such as the area of employment of a large part of the workforce
- occupations and trades, as well the changes to which they are subjected
- spheres of competency of certain important Services so that he/she can use them in implementing SVG

- the ability to collect information as regards opportunities for education, training and different vocations, as well as analysing different occupations.

The programme consisted of four months' theoretical and practical education/training in Athens and one month's practice and information locally. Due to the fact that the teachers attending each of the five courses came from a certain geographical area in each case, the local experience aimed at informing them concerning the socio-economic features and prevailing conditions in their region.

The theoretical part of this training included the following subjects:

- Elements of Sociology of Education	34 hours
- Greek Educational System	28 hours
- Topics of Psychology	30 hours
- Schools Vocational Guidance:	
(a) The Individual	30 hours
(b) School and Society	50 hours
(c) Information	30 hours
(d) Applications	90 hours
- Economics	34 hours
- Business Management	16 hours
- Social Policy and Industrial Relations	22 hours

The above subjects were taught by educationalists, members of the PI working group and other experts, e.g., economists, sociologists, statisticians, etc. The methodology followed for this instruction during the training courses consisted of theoretical talks to groups, and discussions and working within groups, aiming to utilise (through interpretation and analysis) classroom experience brought up by the trainees themselves. In addition, study or research work was set for

the trainees in subjects like general education, teaching techniques, SVG and economic topics.

It should be noted that, based on the experience of certain educationalists from other Community countries, as well as the Transition I and II programme material, the problems facing secondary education were discussed in a wider European context, points in common were identified and the possibilities for developing a joint action programme were examined.

Each training programme ended with a systematic assessment by the PI organising group. These assessments covered:

- the programme content, both theoretical and practical
- its organisation
- the results as regards knowledge gained and also the attitudes noted.

The PI organising group also saw to the continuation of contacts and follow-up of the teachers trained after they had returned to their schools and resumed their teaching duties. Some of the trained teachers were placed as SVG managing officials -- to be precise, out of the 64 SVG managers during the academic year 1986-87, 53 were teachers who had received training at these five-month courses. The follow-up and contact which ensued took several forms: in some cases, the trained teachers sent in reports of their experiences and observations on implementing SVG; in other cases, they held meetings with the organising group to discuss their experiences and problems in implementing SVG; in further cases, meetings were organised amongst trained teachers from different regions, who exchanged views and discussed their experiences. Additional forms of contact were the mailing by the SVG group of printed material to the trained teachers,

the content of which varied from teaching-related information to other helpful background material. The PI's SVG group also co-operated with the trained teachers in assessing the detailed SVG programme.

4.4 Detailed Profile of the Training of VG Counsellors (OAED)

As already mentioned, VG Counsellors at present employed by the OAED have received appropriate training in VG in programmes planned, organised and led by the VG Directorate of the Administration's OAED. The OAED has implemented three such programmes. In the following paragraphs we analyse the last programme, which took place in 1983 and which followed almost the same plan as previous programmes regarding rationale, content and structure.

The programme's aims have not been explicitly set out in writing anywhere. The general aims of the programme were twofold. Firstly, it aimed to enable those being trained to carry out satisfactorily basic VG activities which, at that time were the following: individual interviews/VG consultations with the young (almost exclusively 15-18 year olds); collecting, processing and supplying information concerning occupations, possibilities for education and the labour market; and assessing personal characteristics of the client using psycho-technical criteria. Secondly, the programme aimed to offer a high level of theoretical knowledge of the subject of VG and psychology, in order to cope with the new multi-dimensional activities emerging at the time.

The programme comprised 900 hours of full-time continuous education and training, 600 of which were theory and 300 practice, lasting 180 training days in all. The trainees were 30 people aged under 35, graduates of tertiary education in social sciences or social work.

A detailed breakdown of the theoretical part of this training includes the subjects covered and the course hours devoted to each, as follows:

	<u>Hours</u>
1. General Psychology	20
2. Developmental Psychology	30
3. Physiology -- Psychophysiology	15
4. Psychopathology	25
5. Personality Development	30
6. Social Psychology	20
7. Applied Psychology	50
(a) Industrial Psychology and Selection	30
(b) Ergonomics	20
8. VG Principles and Methods	90
9. Occupational Rehabilitation of the Disabled	30
10. Study of Occupations - Information	50
11. Sociology of Work and Occupations	30
12. Statistics	25
13. Economics	45
14. Employment Policy	50
15. Labour Law	20
16. Administrative Subjects	20

The practical part of the training came after the theoretical part and included:

1. Candidate Selection	20 hours
2. Employment	10 hours
3. VG Tasks and Duties	150 hours
4. Occupational Information	120 hours

A breakdown of the practical part showed that the trainees:

- visited work places (businesses, industries and training units)
- practised collecting and processing information by composing monographs on groups of occupations
- practised interviewing skills
- practised the ways of implementing, checking and assessing tests
- took part in candidate selection for the vocational training schools of the OAED
- were placed in jobs in Services/VG Centres of the OAED where they worked briefly
- worked briefly in the OAED's Employment Offices.

In this programme, theoretical instruction was provided by assistant lecturers from Greek universities, as well as experts from the OAED and other public agencies (Ministry of Education, Centre for the Vocational Rehabilitation of the Disabled, etc.). The practical part of the programme was supervised and guided by experienced and specialised higher officers from the OAED's VG Services. At the end of the programme (both theoretical and practical), the trainees were examined in writing in all programme subjects. The OAED recruited half those trained in order to fill vacancies; the criterion for their employment was the place gained in the final examinations of the course. No other training programme for VG Counsellors has been carried out since that time. So far, no attention has been paid to the European dimension in the training of VG Counsellors (OAED).

4.5 Detailed Profile of the Training of Placement Officers

As has been stated in chapter 4.2, placement officers mostly practise their work empirically without previous training. From time to time, though, training programmes have been run for them. Specifically, during 1975 and 1976 and in the context of technical aid offered to the OAED by the Organisation for Economic Co-operation and Development (OECD), about ten OAED officers received training in France in subjects relating to employment. More specifically, they attended a four-month training programme at the University of Toulouse. Those officials today occupy highest grade positions in the OAED administration. In 1978, the same experts from the 1975-1976 technical help programme in France carried out in Greece a training programme lasting a few days for placements officers. The contents of this programme were:

- the labour market and the role of the employment services
- unemployment (kinds of unemployment, ways of coping)
- the business or enterprise: structure, operation
- elements of different occupations
- documentation of demand and supply for labour and placement procedures
- vocational guidance
- interviewing the unemployed
- trade unionism.

In the time since that training programme (for which minimal data exist in the Service), no further relevant training has been offered.

5. Trends

The detailed descriptions above show clearly that VG in Greece has not progressed significantly in the last five years, whether in the employment context or in education and training. The present situation from the social, economic or political perspective has certain features which create difficulties for any forecasts concerning future activities in VG, as well as concerning the occupational profile of VG officers.

Firstly, the acute economic crisis is undoubtedly a great obstacle for the development of VG. Cut-backs in public spending, which are already in effect and will certainly continue for the next 2-3 years, are sure to affect negatively social policy areas in particular, the most vulnerable in such cases.

Secondly, it is generally accepted that the public sector in Greece is disproportionately large and government has decided to reduce substantially recruitment to this sector. This decision creates great difficulties both for the formation (recruitment and training) of VG officers throughout the public sector and also for the development of guidance and information Services.

Thirdly, the sphere of education, especially secondary, is facing enormous problems concerning its materials and technical infrastructure, the organisation and operation of educational units, the salaries of educational workers, and also relative to matters of clearly educational content, e.g., study programmes, teaching methods, training of teachers and other educationalists, and methods of admission to tertiary education. All these problems from time to time

result in severe conflict between educational agencies (strikes, sit-ins, etc.). This situation does not create a favourable climate in which SVG problems may be examined and dealt with. Furthermore, it places the relevant problems very low on the scale of priorities of the Ministry of Education.

Fourthly, continuous changes in the educational system (1976, 1983 and an impending further change) are a further negative factor related to education. This situation diminishes the role of VG in education, given that the rational and timely VG of the young is frequently upset by the changes wrought in the educational system.

Fifthly, yet another factor unfavourable to the development of VG is the lack of studies in and research of the labour market, the diminution of technical and vocational training provided by the Ministry of Education, and the non-establishment of occupational rights by the various special fields in technical occupational training.

Finally, it is notable that none of the partners from education, guidance and employment, such as parents' associations or associations of educationalists or workers, has undertaken any initiatives which would contribute positively to the development of VG.

All the above reasons bode ill for the scope and development of VG overall, particularly in the sphere of secondary education.

In spite of the negative outlook, certain factors should be mentioned representing new needs in the area of VG for the young and adults which should not be ignored:

- Unemployment, continuously on the increase (8.2% in 1991), especially affects certain population groups - the young, women, people with special needs - and these groups undoubtedly require specific measures for coping and help from VG.
- The great concentration of refugees of Greek extraction from eastern countries is creating problems of vocational rehabilitation in groups with particular cultural features.
- The large number of young people who, every year, fail the entrance exams for higher education establishments (approximately 80,000) is another group in need of information and Vocational Guidance.

Public educational establishments (Colleges of Higher Education, Schools of Technology and Vocational Schools) suffer from an inadequate infrastructure and provide inadequate education to the young people needing it. As a result, we witness, firstly, a mass exodus of the young to study abroad and, secondly, the creation in Greece of a great many private schools at different levels.

Therefore, while there is a need for information by a large number of young people regarding private education in Greece or abroad after leaving the Lykion, there is no official agency to provide such information. This lack of information will be increasingly more important and will affect more and more the young and their families. Thus Vocational Guidance must take into account educational and labour market data not only nationally but including Europe also.

The above factors appear to have the following implications for VG:

- There should be an emphasis on information regarding educational possibilities, occupations, and the labour market, as well as regarding general matters affecting the young which will indirectly help and support their Vocational Guidance. This information must transcend the national context and extend to the European situation.
- Although VG on the whole does not seem to have much scope for development in the public sector, the sphere of employment will require the development of special VG programmes for population groups facing serious social, economic and cultural problems. The most important aspect of these programmes will be to offer advice and to impart job-seeking skills and self-marketing.

In closing, we should mention certain positive initiatives already under way which may affect the course of VG in the long term. The most important is the decision by the University of Athens (dated 3.4.1991) to create an SVG Centre within the framework of the teaching methods section of the Department of Philosophy, Teaching Science and Psychology. The Centre, as set out by the relevant act, will aim to collect, process and supply information, to create teaching and psycho-technical material, to research VG topics, and to offer advice to students, school pupils and the public in general.

In addition, the Universities of Athens and of Thessaloniki are each seriously examining the creation of an SVG speciality in their Departments of Philosophy, Teaching Science and Psychology. This speciality will begin in the fifth semester of studies (third year) and will last for four semesters - the course programme has already been formulated. Course studies in this speciality will represent the initial training of any VG officer who undertakes to implement VG in



any context.

The General Confederation of Greek Workers, in co-operation with the Association of Greek Industries, has recently established the first Work Institute in Greece. This Institute may make a positive contribution to the development of VG insofar as it develops activities in the sphere of labour market research and the study of occupations and vocations.

The OAED Employment Directorate is planning to organise and run a training course for placement officers, to cover a number of employees already working in the Employment Offices.

In conclusion, it is considered likely that Community programmes involving trans-national co-operation between the respective educational and training agencies in VG of the member states may lead to changed attitudes towards VG and act as levers for its development.

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Appendix I

Addresses of Organisations Competent for the Training of VG Officers

- Organisation for the Employment of Manpower (OAED)

Vocational Guidance Directorate

8 Thrakis St.

Trahones 166 10

Athens, Greece

- Pedagogical Institute

Schools Vocational Guidance Group

396 Mesogeion St.

Athens 153 41

Greece

Appendix II

List of Abbreviations

CHE	Colleges of Higher Education
GPC	Greek Productivity Centre
GSY	General Secretariat for Youth
LD	Legislative Decree
NEC	National Education Council
OECD	Organisation for Economic Co-operation and Development
OAED	Organisation for the Employment of Manpower (acronym taken from the Greek title)
PD	Presidential Decree
PI	Pedagogical Institute
RD	Royal Decree
SVG	Schools Vocational Guidance
TEC	Technical Education College
YWCA	Young Women's Christian Association

EUROPEAN DIRECTORY OF OCCUPATIONAL PROFILES

OCCUPATIONAL AND QUALIFICATION STRUCTURES
IN THE FIELD OF EDUCATIONAL AND
VOCATIONAL GUIDANCE FOR YOUNG PEOPLE
AND ADULTS IN SPAIN

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1. INTRODUCTION

The following report is divided into four main parts.

Part 1 gives an outline of the current provision of guidance structures in Spain.

Part 2 describes the principal activities and tasks of the staff working in this field, illustrated in detail by three typical profiles: (a) guidance counsellor in educational establishments; (b) employment counsellor; (c) team counsellors (of the interdisciplinary teams at sectoral level).

The report goes on to analyse the minimum educational and vocational qualifications for access to the three occupations and the initial and continuing training of guidance practitioners.

The final chapter outlines the possible repercussions of recent and imminent changes in Spain on the profile of the vocational counsellor for young people and adults. These changes involve the following aspects in particular:

- * The reforms which may stem from the acceptance of the proposed "social pact of progress (PSP)" which the government has just submitted to Parliament (12 June 1991). The priority objectives of this pact include, among others, the reform and regionalization of the national employment agency

(Instituto Nacional de Empleo, INEM) and the vocational training system, and provisions making participation in INEM courses compulsory for unemployment benefit claimants.

- * The implementation of the University Reform Act (LRU)¹, in particular its passages referring to variability and options in curricula resulting from this act².

- * The introduction of the new Spanish educational system, outlined in the recent Organic Law on the Structure of the Educational System (LOGSE)³, in particular Art. 60.2, which stipulates that "the educational administrations shall guarantee academic, educational psychology and vocational guidance...".

These reforms, along with other changes in the wake of the socio-economic development of Spain, may affect the information in this report to such an extent that its contents may have become partly obsolete before its publication.

Moreover, if the information offered by this report is to be correctly evaluated, a number of aspects must be taken into account, e.g.:

- * the process of institutionalization of guidance services in Spain, under the authority of the

central administration until the early 1980s, is traditionally slow and under-developed;

- * the multiplicity of administrations (at central, regional and local levels) which from the early 1980s were devolved full or partial responsibility for the fields of education, employment, social affairs, etc. and have developed guidance services of their own.

In the light of this situation, the authors of this report have decided to conduct an extensive field survey among Spanish guidance workers on their activities and tasks and the training leading to their respective jobs in the months September - December 1991.

Before this report was drawn up, meetings were held with the following trainers and heads of department whom we should like to thank for their cooperation:

TRAINERS

Dr. Cesar Coll, Professor of Educational Psychology, University of Barcelona - EDUCATIONAL PSYCHOLOGIST;

Dr. Sebastian Rodriguez, Professor of Educational Guidance, University of Barcelona - EDUCATIONAL AND VOCATIONAL COUNSELLOR.

GUIDANCE SPECIALISTS

Ms. Nuria Fernández, Director of the INEM office, Zona Franca district, Barcelona - EMPLOYMENT COUNSELLOR (4);
Ms. Maria Luisa Gonzalo, Head of the Department for Educational and Vocational Guidance, Ministry of Education and Science - COORDINATOR OF GUIDANCE PROGRAMMING (6);
Ms. Esther Guirao, Head of the "Centre Vapor del Rec", a recreational, cultural and educational centre run by the city administration of Barcelona - GUIDANCE COUNSELLOR (2);
Ms. Nuria Heras, Coordinator of the Guidance Programme, Department of Education of Catalonia - COORDINATOR OF GUIDANCE PROGRAMMING (6);
Ms. Marta Rubio, Head of the CIAJ (youth information and advisory centre), Barcelona City Administration - TEAM COUNSELLOR (1);
Mr. Enric Trilla, Head of the Guidance Service, Department of Social Welfare, Catalonia - INFORMATION AND GUIDANCE TECHNICIAN (2);
Ms. Teresa Ucar, Coordinator of the Guidance Programme, Region of Navarra - COORDINATOR OF GUIDANCE PROGRAMMING (6);
Ms. Marian Ormaechea, Team Counsellor, San Sebastian, Basque Country - TEAM COUNSELLOR (1).

[N.B. The figures in brackets refer to the occupations listed in Table 1, Chapter 2.A.]

The report which follows was drawn up on the basis of the meetings with the above persons.

2. STRUCTURES

2.A. THE SERVICES

Table 1 gives a general overview of the services and their administrative control at national, regional or local levels. The numbers used to classify the main occupations are used throughout the report.

GUIDANCE SERVICE	ADMINISTRATIVE CONTROL	CLIENT TARGET GROUP	MAIN OCCUPATIONS
Educational and vocational guidance service	Ministry of Education + Science (at national level)	Students aged 6-18 in compulsory or post-compulsory schooling in the "MEC territory"	-Interdisciplinary team at sectoral level (1) -Guidance counsellor (2) -Teacher counsellor (3)
Vocational training advisory service	Ministry of Employment, INEM (at national level)	Young people aged 16+ and adults	-Employment counsellor(4)
Careers guidance and information centre for employment	Universities and INEM	Students attending universities	-Graduate counsellor (5)
Students' information and guidance services	Depts. of Education in certain regions with responsibility for education	Primary and secondary students	-Coordinator of guidance programming (6) -Careers officer (7) -Teacher counsellor (3)
Dept. of Education guidance services in regions with responsibility for education	Depts. of Education (at regional level)	Primary and secondary school students (incl. special and vocational education)	-Interdisciplinary team at sectoral level (1) -Teacher counsellor (3)
Guidance + information centres for young people + adults	Local authorities + social + employment depts. (at national + regional levels)	Young people in general and adults	Information and guidance technician (8)
Guidance + personnel selection advisory services	Private sector	Young people in general and adults	Guidance counsellor (9)

Table 1

2.B. LEGISLATIVE AND ORGANIZATIONAL FRAMEWORK

General information

According to Art. 2 of the Spanish constitution of 1978, Spain is a state composed of various nationalities and regions with the right to autonomy. For this reason, the state administration has been undergoing a process of reform to adapt its structures to the new decentralized organization of the country and the distribution of political authority between the central administration and the "Autonomous Communities", or regions.

The 17 Autonomous Communities which comprise the state of Spain were established between 1979 and 1983. Each has its own Statute of Autonomy regulating its organizational structure and fields of authority. However, not all the regions have been devolved the same degree of self-government or responsibility. Since educational and vocational guidance is an area which touches upon the fields of education, the social services and employment, the present situation must be differentiated as follows:

1. The field of education. Only seven Autonomous Communities have full responsibility for educational affairs: Catalonia, the Basque country, Galicia, Andalusia, the Canary Islands, Valencia and Navarra; the other regions, under the direct control of the national Ministry of Education and Science (MEC), are known as "the

MEC territory".

According to Arts. 148-149 of the constitution, the responsibility for educational affairs is shared: central government retains responsibility for the organization of the educational system, the approval of academic and vocational certificates, the establishment of minimum curricula, the awarding of grants and aids for the implementation of studies and general economic investment planning (Art. 149 of the Spanish constitution).

Powers not attributed to central government by the constitution may be handed over to the Autonomous Communities by virtue of their Statutes of Autonomy.

The Autonomous Communities have already been devolved almost all the powers recognized by their respective Statutes. This has led to the establishment of an educational administration in each region with sufficient authority and resources to carry out the corresponding functions. These resources are partly those previously held by central government and transferred in the framework of agreements between the central administration and the regional authorities.

There are areas for which neither central government nor the regional authorities have sole responsibility; such cases require the collaboration of both public authorities.

As far as the universities are concerned, the University

Reform Act (LRU) of 1983 granted all the Spanish universities exclusive responsibility for statutory, academic and financial matters. Central government has only retained responsibility for the approval of academic and vocational certificates by means of the so-called "common syllabus directives". Individual universities may award their own certificates, but these are not valid in the rest of the country.

Since the Spanish educational system as a whole is being restructured (Law on the Structure of the Educational System, 3 October 1990), the developments initiated will necessarily affect the various levels and sectors involved in the field of education; changes will come about principally in the field of the organization and administration of establishments, educational resources and the educational and vocational guidance of students. Experiments have been under way at all levels since 1987.

One of the priorities of this process of change and reform of the educational system is to try to dovetail training structures with the productive fabric. It is hoped that this will generate and promote the emergence of formulae to ensure the existence of viable instruments to prepare human resources for the new demands of the labour market. A two-fold result is expected: facilitation of the access of young people and adults to jobs and promotion of the existence of persons equipped with the occupational profiles needed by the firms to adopt the necessary technologies in order to remain competitively buoyant. All

this augurs a more rapid development of educational and vocational information and guidance services.

2. **The field of employment.** Although power is being devolved to the regions, the transfer of the authority of the national employment agency, INEM, remains pending: remaining under the umbrella of central government, INEM has played and continues to play a key role in the provision of vocational information and guidance in a non-education-based setting and in the field of vocational training.

3. **The social services.** This is a sector of expansion in the new decentralized state, with a marked tendency towards the establishment of the welfare state and personal and community development. Devolution of power to the regions is even more extensive at this level than in the field of education. The initiatives of the various Autonomous Communities are extremely varied, largely depending on the provision and administration of the resources earmarked for this area of government. Municipal and local authorities play a key role in this field. In concrete terms, their services are directed towards social groups established in clearly circumscribed districts and sectors, above all groups showing the highest risk of social marginalization (under-achievers, women, the physically or mentally handicapped, migrant workers, etc.).

The organization of educational and vocational guidance

As shown in Table 1, outlining the various services, the Spanish educational system currently offers a whole array of human and physical resources in the field of counselling, guidance and specialized educational psychology work.

These facilities can be traced back to the General Education Act of 1970 which laid down the right of students to guidance and underlined the tutorial role as an integral part of the teaching function.

1977 saw the emergence of the "educational and vocational guidance services (SOEVs)"; these structures are manned by primary and first-level secondary schools teachers assuming the dual function of teacher and psychologist.

In 1982 the "interdisciplinary teams" were set up with the aim, in particular, of "inserting" pupils with special educational needs into mainstream schools. The practitioners working in these teams as salaried employees are educationalists, psychologists, social workers and speech therapists.

Although created with different objectives in mind, the functions of the SOEVs and the interdisciplinary teams have merged to form the following structure of educational and vocational guidance within the framework of the educational system at three levels:

. the classroom and the group of pupils with the counselling and guidance function viewed as part of the role of all teachers, above all the teacher counsellor (3);

. the educational establishment, as an institution composed of the teaching staff, with coordination of guidance provided by a guidance unit or department; this is an approach which already has a certain tradition in some private establishments;

. the level of the school system per se, in the concrete form of a demarcated district or sector with an interdisciplinary team at its disposal, by means of which, in coordination with other programmes and services, it is the task of the system to give an adequate and global response to the needs emerging in the respective sector.

This model, currently being sounded out in the "MEC territory", is similar in the Autonomous Communities with exclusive responsibility for educational affairs. However, in some of these regions, e.g. Catalonia, guidance activities have particular structures:

- The integration of the SOEVs into the "educational psychology advisory and guidance teams" (EAPs), established by the Order of 20 May 1983. The scope of these teams covers areas extending beyond what is generally understood by educational and vocational

guidance.

- The creation of the "information and guidance programme for students" (Order of 10 November, 1990, Official Journal of Catalonia), responsible to the central services of the department of education of the regional government of Catalonia, with a number of fields of action. The programme is involved in direct fieldwork in primary and secondary schools, providing counselling and useful material for educational and vocational guidance to teacher counsellors in the schools. It also conducts a series of annual ad hoc actions to arouse the interest of students and, in the final analysis, of the overall educational community; these activities include:
 - . an educational fair,
 - . a free telephone hotline,
 - . lectures in educational establishments directed towards students and their parents,
 - . the publication of a students' guide,
 - . training of guidance lecturers.

- The "school-work programme" which establishes cooperation agreements in the field of alternance. This is a form of active guidance which forges links between vocational training and the world of work, and complements the training of young people by permitting them to alternate between the classroom and actual working life, thus facilitating young people's access to their first jobs. This programme

has gradually established the profile of the work experience tutor who, in liaison with the firms in question, follows up students' initial contacts with the world of work and provides counselling in this period of transition.

The "school-work programme" has also initiated the so-called "job bus" service, a mobile exhibition travelling throughout Catalonia, offering information on new occupations and the corresponding training routes. The practitioners providing the information are teacher counsellor (3)s from various specialized fields of vocational education.

In the employment sector, INEM was set up in 1978 (Royal Decree/Act 36/1978, O.J. 16 November 1978). On the basis of the Basic Employment Act (1980), which regulates its functions, this independent agency is active in the field of vocational and careers information related to the current needs of industry and commerce in each Spanish province, as well as continuing vocational training. Its target group is the 16+ age-bracket, 16 being the minimum school-leaving age. In a number of provinces, INEM has set up the post of employment counsellor (4) with the following functions:

- (a) application of instruments to promote insertion into employment (cf. Chapter 3.C.2.);
- (b) collection and analysis of information relating to the job market;

- c) provision of information and vocational counselling to clients.

In partnership with a number of Spanish universities, INEM has set up "careers guidance and information centres" (COIEs) within the universities to facilitate the access of university students to jobs offered by industry.

In Catalonia, the careers information centres responsible to the department of employment of the regional government should also be mentioned; these centres offer individual careers guidance and information on a self-help basis, using computer-aided programmes, e.g. the "PIP" (careers information programme), which provides guidance on self-presentation and jobsearch skills and includes a dictionary of occupations (1989).

In the field of social or community services, as has already been pointed out in the introduction and the general information section of this chapter, the local and regional authorities, with the intention of reinforcing the social fabric and promoting the welfare and personal development of the individual, have created information and guidance services of their own to cater for groups which for various reasons are at risk of social marginalization. As far as our region - Catalonia - is concerned (for which information was most readily available), the guidance offices of the department of social welfare of the regional government of Catalonia and the education and youth services of the city

administration of Barcelona should be mentioned. The former are centres involved in networking between other services and the population of certain neighbourhoods or rural areas who may be ignorant of the existence of these facilities. These offices have carried out extremely interesting work in the organization and management of distance courses for adults, which in many cases have opened the door to the working world.

As for the services of the city administration of Barcelona in the field of education, the coordination and organization of guidance departments in the city's state schools should be underlined. Within the framework of its employment, social and youth services, a youth information and guidance centre has been set up to provide individual educational and vocational counselling for young people; these services have also set up the "ELOC" ("local youth employment team") project to provide information to jobless youngsters who have not reached first-level vocational education and to develop a guidance programme for over-25s with major integration difficulties.

2.C. OTHER RELEVANT OCCUPATIONS

All the above-mentioned guidance and information services are staffed by practitioners to plan, administer, coordinate and evaluate their action plans on a yearly basis. Since many of these facilities were established only recently, the corresponding jobs have not been definitively classified. A recent trend can nevertheless be discerned in the public authorities, whereby individual occupations held by persons with specific university certificates are clustered into high-level grades or "corps" ("cuerpos"), of which the high-level "corps" of educationalists, psychologists and social workers should be emphasized. The practitioners with these qualifications who coordinate the interdisciplinary teams are teaching staff with civil servant status, seconded to the services, or officials belonging to the above-mentioned "corps". Initial training in educational science or psychology is therefore required for their functions. The same applies to the high-level technicians contracted by the local administrations.

The various administrations also employ experts to research social needs or develop adequate information and educational and vocational guidance material for the client groups of young people and adults. These experts are often called upon to conduct vocational and ongoing training courses for the practitioners who are involved in direct work with the clients, as illustrated by chapter 4.B. of this report.

3. TASKS

3.A. OVERVIEW

In accordance with the classification used in Table 1, Table 2 shows the various tasks of guidance practitioners and their respective importance. The letters are explained in the key on the next page.

AREA OF WORK	TASKS																		
	A	B	C	D	E	F	G	H	J	K	L	M	N	O	P	Q	R	S	T
Team counsellor (1)	//	/	/	/	//	//	//	/	//	//	/	//	//	/	//	/	/	//	/
Guidance counsellor (2)	//	/	/	//	//	/	/		//	//			//	//	//	/		//	/
Teacher counsellor (3)	//	//	//	/	//	//	//	//	//	/	//	//	//		/	//	//	//	//
Employment counsellor (4)	//	//	//	//	//	//	//		//	/	//	//	//	/	//	//	//	//	//
Graduate counsellor (5)	//	/	/	/	//	//	//	//	//	//	/	//	//	/	//	//	/	//	/
Coordinator of guidance programming (6)	//	//	//	//		/			//	/				/	//	/			
Careers information officer (7)	//	//	//		/			//			/			//	//	//	//	/	
Information and guidance technician (8)	//	//	//	//	//	//	/	/	//	/	/	//	//	/	//	//	//	//	/
Guidance counsellor (9)	//	//	//	//	//	//	//		/	//	//	//	//	//	/	//	//	//	//

// MAJOR INVOLVEMENT
/ SOME INVOLVEMENT

Table 2

KEY

AREA OF WORKTASKSInformation management:

- A. Education and training
- B. Careers and occupations
- C. Labour market
- D. Support services

work with individuals:

- E. Assessment
- F. Information-giving
- G. Counselling

Work with groups:

- H. Teaching (careers education)
- J. Group counselling
- K. Facilitating self-help groups

Placement:

- L. Liaison with providers
- M. Coaching (in self-presentation)
- N. "Insertion" of individuals
(into employment, education or training)

Follow-up:

- O. Follow-up

Networking:

- P. Supporting informal guidance
sources (e.g. parents, teachers)
- Q. Advocacy
- R. Feedback to providers

Managing:

- S. Internal (incl. service/programme
planning and evaluation)
- T. External relations

3.B. COMMENTARY

The following commentary on the tasks carried out by the practitioners in the new types of occupation shown in Table 3 covers two aspects:

1. General and specific features
2. Level of involvement

1. General and specific features

Knowledge of the various education and training routes (A) is necessary for all the profiles. This task, basic for the information process, is principally carried out by the infrastructures which sponsor the employment of the various types of school-based and vocational guidance practitioners (ministries, departments of the regional administrations, local authorities, etc.). This explains the proliferation of Spanish publications addressed to young people and adults (students' guide, dictionary of occupations, etc.).

Given that training is not a task limited to merely one phase of life, but must be an ongoing process, all the practitioners keep abreast of these subjects. The importance of knowledge of careers and occupations and the labour market fundamentally depends on the agency which sponsors the occupation in question; thus in the case of the employment counsellor (4) or the graduate counsellor (5), e.g., the management of information on careers and occupations (B) and the labour market (C) is of key

relevance. However, this area of work is not as important for the guidance counsellor (2) or the teacher counsellor (3) apart from, with reference to the latter, the so-called "work experience tutor", discussed in chapter 2.B. The extent to which the practitioners enter into direct contact with the firms (L, Q, R) also depends on the agency which sponsors their jobs. In the case of the private guidance counsellor (9), contact with the firms is important since, apart from personal counselling offered to the public, these professionals draw much of their earnings from personnel selection.

Work with individuals and follow-up (E, F, G, O) are principally carried out by practitioners who remain in contact with the young person or adult in question over a relatively long period of time. This is the case of the guidance counsellor (2), the teacher counsellor (3), the guidance counsellor in private agencies (9) and the bloc of practitioners we have called "information and guidance technicians" (8). This area of work, mainly found in social and/or community services, is extremely important since its action is principally addressed to groups who are at risk of marginalization and require special attention. The same task is performed more specifically by the guidance counsellors of the interdisciplinary teams (1) at sectoral level in that the students referred to these practitioners by teacher counsellors (3) are characterized by specific learning difficulties.

As far as the employment counsellor (4) and the graduate

counsellor (5) are concerned, work with individuals is also described as very important, although it tends to be more directed towards occupational integration than towards vocational training since the client target group of these workers has already passed through the phase of compulsory schooling or basic education. It should be stressed that the tasks of the sectoral interdisciplinary team counsellors (1) involve more educational psychology than socio-occupational components.

Group counselling (J) is essentially carried out by the careers information officer (7) in the framework of lectures of a general nature given in establishments upon request or at specialized conferences addressed to very specific target groups. In this case the individual remains more anonymous. The same applies to the free telephone hotline operators who provide counselling on studies and/or occupations (cf. the students' information and guidance programme of the department of education of the regional government of Catalonia). Task P (supporting informal guidance sources) is also of particular relevance for the careers information officer (7).

Teamwork and external relations make management of internal service/programme planning and evaluation (S) a common denominator applicable to all the practitioners (1-9), led by the programme coordinator or head of service (6).

2. Level of involvement

Time actually involved in guidance tasks is a further factor which adds to or detracts from the scope of the activity of the practitioners involved in educational and vocational guidance. This is an important detail since availability of time can make it possible to attend to guidance tasks which cannot otherwise be accomplished and if time is limited, recourse may have to be made to external agents for the special guidance materials and the updating of information, necessary to offer optimal counselling to the target group.

The nine occupations described above can therefore be differentiated according to whether the practitioners in question have "major" or merely "some" involvement in educational and vocational guidance tasks in general.

The following have major involvement in this field: the employment counsellor (4), the graduate counsellor (5), the careers information officer (7), the coordinator or head of guidance programming service (6), the information and guidance technician (8) and the private guidance counsellor (9).

The guidance counsellor (2) and the teacher counsellor (3) (5) have to combine guidance tasks with regular general or vocational teaching. Most secondary teachers who act as guidance coordinators in their establishments are entitled to a reduced timetable of nine teaching hours per week to

allow for this function. In primary and first-level secondary schools, the appointed teacher also has to be a psychologist or an educationalist, and in the "MEC territory" the coordinators are virtually totally released from classroom duties. This however is not the case in the Autonomous Communities. Nevertheless, all the signs would seem to suggest that the institutionalization of the function of the guidance counsellor in the various teaching establishments is close at hand.

Moreover, in the case of the counsellors in the interdisciplinary teams at sectoral level (1) (i.e. outside the educational setting), professionals with a degree in psychology or education, educational and vocational guidance work is combined with activities aimed at upgrading the teaching and learning processes. This involves participation in the planning of teaching activities related to classroom organization, the grouping of students, the design and implementation of teaching aids and resources for students with special learning difficulties, and curricular adaptations to account for students' different paces of learning. The functions of these practitioners in the field of educational and vocational guidance are specified in the detailed profile in the following section.

To conclude this commentary, we should like to indicate that guidance practitioners in Spain have diversified their scope of activity since the mid-1980s. Whereas fresh university graduates working in the field of education

traditionally acted as guidance workers on a part- or full-time basis, today, on the contrary, the situation has changed, as Dr. Benito Echeverría points out in his study, "Itinerarios de inserción socio-profesional de los orientadores" (Socio-vocational training routes of guidance counsellors, Department of Methods of Research and Diagnostics in Education, University of Barcelona, 1990). 93% of the 391 guidance graduates from the University of Barcelona are currently engaged in salaried employment, but not always in tasks directly linked to their specialized field. Approximately one half of the graduates are involved in full- or part-time guidance activities:

- * full-time.....32 %
- * part-time.....21 %
- * mainstream teaching.....34 %
- * other tasks.....12 %

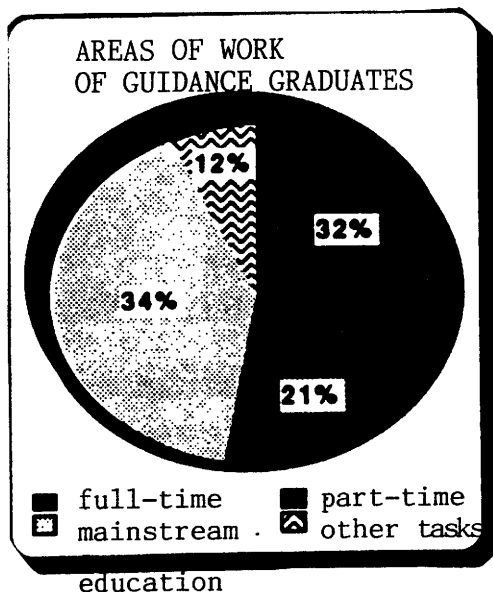


Table 3

Full- and/or part-time guidance activities have extended beyond the purely education-based setting to reach the arena of new job structures, as illustrated in detail according to areas of work by Table 3.

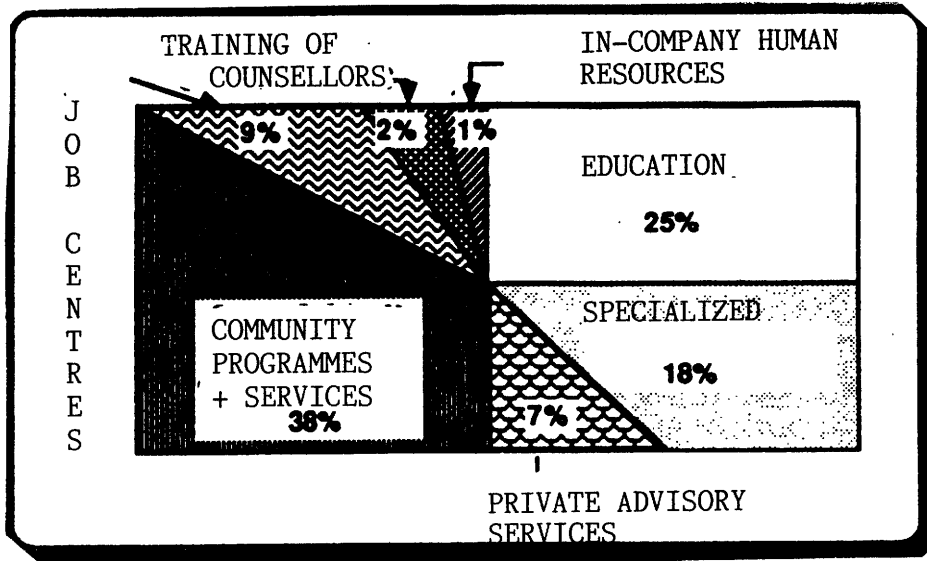


Table 4

The tasks of guidance practitioners are listed below, along with examples of jobs/job titles in the various fields.

EDUCATIONAL GUIDANCE

Director of studies at an educational or training centre.

Teacher counsellor, including ad hoc guidance activities with groups or classes (3).

Teacher counsellor, including ongoing guidance activities with groups/classes (3).

Coordinator of the period of work experience of guidance workers undergoing training.

Planning and management of guidance at the level of specific educational cycles (guidance counsellor) (2).

Planning and management of guidance addressed to all the students of an educational establishment (guidance counsellor) (2).

Guidance worker within the educational psychology department of mainstream educational establishments.

Director of the educational psychology department of mainstream educational establishments.

SPECIALIZED GUIDANCE

Special educational needs:

Monitor/educator of special education/therapeutic centres.

Classroom teacher in the field of specialized education.

Teacher at specialized education/therapeutic centres.

Social reintegration:

Monitor/educator in social welfare or rehabilitation centres.

Area coordinator in social welfare or centres.

Director of social welfare or rehabilitation centres.

COMMUNITY SERVICES AND PROGRAMMES

Interdisciplinary teams, resource centres:

- Team or establishment fieldworker.
- Team or establishment coordinator/director.
- Staff with high-level responsibility within a team.

Institutional information/guidance programmes.

- Guidance counsellor.
- Careers information officer.
- Coordinator of guidance planning.

EDUCATIONAL PSYCHOLOGY ADVISORY SERVICES

- Restart counsellors working with clients confronted with specific learning or development difficulties.
- Guidance counsellor.
- Head consultant.

VOCATIONAL INTEGRATION AND JOB CENTRES

- Employment counsellor.
- Job project technician.
- Coordinator of insertion programmes.
- Staff responsible for information compilation and/or transfer.
- Vocational trainer.
- Vocational training programme coordinator.

- Careers counsellor.

TRAINING OF GUIDANCE COUNSELLORS

- University lecturer specialized in guidance.
- University lecturer specialized in other fields.

IN-COMPANY HUMAN RESOURCES

- Staff responsible for personnel selection.

3.C. THREE DETAILED PROFILES

The following chapter presents detailed profiles of three guidance occupations in an attempt to elucidate the personal and academic competences required to perform the tasks of the practitioners in question.

3.C.1. Guidance counsellor at an educational establishment(2)

The specific functions of the guidance counsellor and the guidance department of an educational establishment are addressed to the various clients and the different groups and institutions which constitute or are related to the school community. These functions are addressed to the establishment as such, the students, the teaching staff, parents and other institutions. The following areas of work should be emphasized, among others:

- . coordination, back-up and technical support of guidance and counselling activities and participation in teachers' assessment of their corresponding groups of students;
- . collaboration in the elaboration of the various aspects and contents of the plan of the establishment, e.g. integration, the introduction of new technologies and equal opportunities for both sexes;

- . promotion of cooperation between parents and the school to ensure greater efficacy and consistency in the education of the students;
- . contribution in general to the globalizing and personalizing elements of education, ensuring profound processes of maturity and personal development;
- . efforts to ensure that with the involvement of all the teachers, mainly at secondary level, the establishment assumes responsibility for the vocational guidance and preparation of its students for working life, as well as promotion of organic and ongoing cooperation between the world of education, industry and labour institutions;
- . provision of information, counselling and guidance on an individual basis on the tracks students should take when confronted with different educational or vocational options;
- . assistance to other tutors and teachers in the utilization in the classroom of specific learning resources related to working habits, study techniques, learning-to-think programmes, the handling of abstract symbols and other similar skills;
- . assistance to teachers in the implementation of

interpersonal skills, group dynamics and management, counselling interviews, leadership skills, etc.;

- . participation in all types of decision concerning the students, principally with respect to their promotion from one cycle to another and educational aids;
- . networking the establishment with the sectoral interdisciplinary team, other establishments in the area, the social services and health and employment institutions.

According to the document issued by the Ministry of Education and Science, "Educational guidance and intervention in the field of educational psychology" (1990), "due to the complexity and diversification of all these functions, they should be assigned to a practitioner with high-level university training in educational psychology. The suitable profile is that of a graduate in psychology or educational science with a profound knowledge of the educational system, daily classroom routine and the dynamics of the teaching and learning processes. In particular, in his initial training, prior to his appointment as guidance counsellor, he must have become highly skilled in matters related to the curriculum and curricular adaptations, as well as assessment and the techniques of educational psychology work" (p. 53).

Needless to say, this type of practitioner must also be endowed with interpersonal and teamwork skills. The above-mentioned document indicates that the work of the guidance counsellor must be fully coordinated with the activities of the interdisciplinary teams who have a general overview of the catchment area and are in a position to offer the guidance counsellor (2) technical support in the implementation of his or her tasks.

The academic curriculum of the training for the guidance counsellor is discussed in detail in chapter 4.

3.C.2. Employment counsellor (4)

The functions entrusted to this guidance practitioner have already been discussed in chapter 2.B. The following description of the functions, knowledge, skills and values required for this occupation stems from a document received from the National Institute of Employment, Barcelona.

Functions:

Application of instruments for "insertion"

Tasks involved:

- selection, by means of objective tests, of the most suitable candidates for a job vacancy (upon the request of the placement officer);

- selection, by means of objective tests, of students most suited for participation in vocational training courses (upon the request of the training officer);
- implementation, as appropriate, of vocational training tests;
- coaching in jobsearch skills, working with groups or individuals.

Provision of vocational information and guidance

Tasks involved:

- vocational guidance for clients seeking such counselling;
- group information sessions on the characteristics of the job market.

Collection and analysis of information on the local job market

Tasks involved:

- analysis of the information available in the programme of registered contracts;
- analysis of the degree of employability of participants in vocational training courses who

- have received coaching in jobsearch skills (group sessions);
- analysis of information obtained from other parts of the Institute;
 - . follow-up report on generic provision,
 - . follow-up report on vocational training,
 - . follow-up report on self-employment;
 - collection and analysis of information provided by other institutions, associations, firms, etc.

KNOWLEDGE, SKILLS AND VALUES

KNOWLEDGE:

- . how the INEM office works;
- . job market analysis techniques;
- . vocational guidance;
- . technical selection;
- . vocational training;
- . jobsearch skills;
- . management of supply/demand;
- . employment promotion measures;
- . vocational training management;
- . group dynamics.

SKILLS:

- . analytical skills;

- . interpersonal skills;
- . teamwork skills;
- . leadership skills.

VALUES:

- . a positive approach in relations with the client;
- . a sense of responsibility in decision-making processes;
- . a sense of persistence in seeking results;
- . an imaginative and dynamic attitude.

As far as academic qualifications are concerned, a university degree is usually required; no particular field of specialization is specified.

3.C.3. Team counsellor (1) (interdisciplinary team at sectoral level)

It has already been pointed out that the functions of the team counsellor involve more educational psychology than socio-vocational components. In the "MEC territory", the interdisciplinary teams are divided into three categories:

General teams: these teams work within the sphere of compulsory schooling. Their functions are coordination of resources, training of teaching staff, exchange of experience, and elaboration and/or adaptation of educational psychology resources and instruments.

"Early attention" teams: these teams are exclusively involved in infant education; their clients are therefore 0-6-year-olds.

Specific teams: their key characteristic is that they serve to complement the general and early attention teams; their priority field is infant and primary education.

These different teams do not exist in the Autonomous Communities with full responsibility for educational affairs. In the case of Catalonia, the educational psychology advisory and guidance teams (EAPs) programme their action plan according to the needs of the educational establishments in their catchment area. Teams with a greater degree of awareness of educational and vocational guidance may be found as a result of the characteristics of their particular area. A basic component of the profile of the counsellor in an interdisciplinary team is therefore as much in-depth knowledge as possible of the relative sector to ensure consistency of action in the various establishments in the area.

These practitioners collaborate with teachers in developing the vocational maturity of their pupils, and help students take decisions on their future educational and training routes related to their own skills, interests and wishes.

They assist students in the various transitional phases of

secondary education; students transferring from one establishment or level to another and from school to working life.

Along with teachers, they contribute to providing students with the instrumental skills appropriate for their respective stage of development: abstract concepts and reasoning, moral and value judgements, confirmation of self-managed learning skills, independence and social skills.

The same knowledge, skills and values as those required by the guidance counsellor (2) are necessary to perform these tasks. From the academic point of view, a degree in psychology or educational science is required.

4. TRAINING AND QUALIFICATIONS

4.A. OVERVIEW

The following table shows the vocational qualifications which serve as the entry requirements to the main guidance occupations, along with initial and in-service training provision.

Area of work	Minimum ed./voc. training requirements	Inv.	Initial guidance training	Inv.	In-service guidance training	Inv.
Team counsellor (1)	Degree in Education or Psychology (3+2 yrs.), Diploma in Social Work (3 yrs.), with teaching experience	FT / PT (#)	The special fields of Education or Psychology (2 yrs.) See below	FT / PT (#)	Continuation training courses (100-150 h) in some regions	OP (#)
Guidance counsellor (2)	Primary (3 yrs.) and secondary (5 yrs.) school teachers, degrees in Education or Psychology	FT / PT (#)	The special fields of Education or Psychology (2 yrs.) See below	FT / PT (#)	Continuation training courses (100-150 h) in some regions	OP (#)
Teacher counsellor (3)	Primary (3 yrs.) and Secondary (5 yrs.) school teachers, of various degrees, with a CAP (*)	FT / PT (#)	Crash course in some cases	OP (#)	Summer schools or similar courses (15-30 hrs.)	OP (#)
Employment counsellor (4)	Diplomas (3 yrs.) or Degrees (5 yrs.) in various subjects	FT / PT (#)	Not required		Intensive courses in some regions	OP (#)

Area of work	Minimum ed./voc. training requirements	Inv.	Initial guidance training	Inv.	In-service guidance training	Inv.
Graduate counsellor (5)	Administrative (level secondary) and diplomas in various subjects	FT / PT (#)	Not required		Retraining courses	OP (#)
Coordinator of guidance programmes (6)	Degree in Education or Psychology (3+2 yrs.)	FT / PT (#)	Specialized fields of educational and vocational guidance (Education) or school psychology (Psychology)	FT / PT (#)	Post-graduate courses conferences, seminars, events, etc.	OP (#)
Careers information officer (7)	Degrees (5 yrs.) in various subjects, mainly Education/ Psychology	FT / PT (#)	Intensive preparatory courses (15-30 days)	OP (#)	Retraining courses	OP (#)
Information and guidance technician (8)	Diplomas (3 yrs.) or degrees (5 yrs.) in various subjects	FT / PT (#)	Intensive preparatory courses	OP (#)	Theoretical and practical training courses	OP (#)
Counsellor (9)	Degree in Education or Psychology (3+2 yrs.)	FT / PT (#)	The special fields of Education or Psychology (2 yrs.) See below	FT / PT (#)	Post-graduate courses conferences, seminars, events, etc.	OP (#)

(*) CAP: Certificate de Adaptación Pedagógica = "Certificate of educational aptitude", a teaching qualification taken during or following second-level higher education.

(#) FT: full-time training
/ PT: part-time training
/ OP: training optional

Table 5

4.B. COMMENTARY

In close connection with the slow and heterogeneous process of the institutionalization of Spanish guidance services, the initial and continuing training required for guidance workers remained a relatively grey area until the mid-1980s, a situation which in fact partly persists to this day.

In contrast, Spain has a long academic tradition, dating back to the beginning of this century, of providing such practitioners with the necessary general and specific skills. As shall be pointed out later, these efforts have more recently tended to focus on university faculties of educational science and psychology.

Initial training

In recent years these two fields of university education have begun to emerge as the standard minimum training for access to guidance occupations.

However a number of variations to this general trend can be observed within structures linked to the following services:

- (a) Employment services (INEM, COIEs, etc.) and, in some cases, local authorities: a three- or five-year university diploma is required, but educational science and psychology are not entry prerequisites.

Persons with a background in human or social sciences, legal studies, etc. can be found in these jobs relatively often.

- (b) educational administrations: at this level most of the persons in guidance occupations are educationalists or psychologists, alongside social workers and speech therapists in some cases and, to a lesser extent, doctors.

Although there is as yet no even distribution of these practitioners throughout Spain, it has recently transpired that the model proposed by the national Ministry of Education and Science (MEC)⁴ is beginning to be applied with slight variations and minor reservations by almost all the Autonomous Communities with full responsibility for educational affairs.

This model envisage two approaches for the implementation of the services:

- (i) the internal approach: the coordination of the educational psychology and educational guidance work programmes conducted within guidance units or departments at educational establishments (primary/secondary/vocational education) is assumed by a teacher with a degree in education or psychology; in state schools the coordinator must actually teach one of these subjects⁵;

(ii) the external approach: the interdisciplinary teams, operating as sectoral educational resources in the field of educational psychology, counselling and support, are constituted by the following practitioners - some with civil servant and others with salaried employee status (the details refer to the teams operating in the "MEC territory" in the academic year 1990-91):

	Educat.- ists	Psychol- ogists	Social wrkrs	Speech ther.	Doct- tors	Tot- al
EDUCATIONAL + VOCATIONAL GUIDANCE SERVICES (civil servants)	261 19.8%	253 19.1%				514 39%
INTER- OCCUPATIONAL TEAMS (salaried employees)	222 16.8%	219 16.6	287 21.7%	70 5.3%	9 0.7%	807 61%
TOTAL	483 36.6%	472 35.7%	287 21.7%	70 5.3%	9 0.7%	1321 100%

Table 6: Guidance counsellors employed by the MEC according to their qualifications of access, academic year 90/91.

These proportions vary slightly in the remaining Spanish regions and their total numbers are clearly related to the size of the client target group.

Continuing training

As already mentioned, there is no uniform initial training route leading to the occupations within the various Spanish guidance services. The same holds true for continuing training where considerable variations can even be observed within the same type of service:

- (a) In some cases, e.g. the INEM, each provincial office organizes its own retraining courses as it sees fit. Thus whereas two-week intensive courses are held approximately every 18 months in the province of Barcelona, in other provinces there are no regular training courses for guidance workers;
- (b) At the level of the services run by the local authorities, where until recently the provision of training was minimal or non-existent, courses are now beginning to emerge, although they vary in content and structure; most of these courses are sponsored by the European Social Fund.
- (c) The most systematic efforts towards the provision of continuing training periods for guidance workers can be found within the services run by the educational administrations. Although these courses vary in structure and content, they can nevertheless be broadly classified according to the three models described below which serve as examples for many others:

1. Specialization courses for post-graduates with no previous teaching experience

The department of education of the regional government of Catalonia and the Central and Autonomous Universities of Catalonia have been jointly offering a course in the specialized field of educational psychology, counselling and guidance since 1985. This course is addressed to graduates in education (options in educational and vocational guidance and therapeutic education) and psychology (the educational psychology option) with no previous teaching experience who wish to join the EAPs.

This course is structured as follows:

- (i) intensive monthly seminars - 150 hours per year;
- (ii) work experience in an interdisciplinary team - 15 hours per week, tutored by a team practitioner and a university lecturer;
- (iii) lectures on questions of interest to the team students and tutors.

In the first few years, the average number of participants in such programmes was approx. 30; the numbers have fallen somewhat in recent academic years.

2. Training courses for teachers interested in coordinating guidance programmes in their establishments

These courses, of which there are many, are offered in virtually all the Spanish regions and are usually integrated into lifelong training programmes for teachers, more and more frequently known as "tutorial action programmes".

The most usual contents of these courses are: the school curriculum, developmental and educational psychology, intervention programmes, study methods, group dynamics, interviewing techniques, etc.

In some regions, these programmes take the form of intensive courses e.g. the training course for consultants⁶ in the Basque country, organized by the Basque department of education, universities and research.

The first phase of this course lasts 130 hours, comprising the following units:

- (i) relational interaction (consultant function);
- (ii) school organization and planning in situations characterized by special educational needs in a mainstream classroom;
- (iii) the curriculum and school adaptations;
- (iv) material resources for the development of the adapted curriculum;
- (v) general theoretical and practical training on the principal special educational needs in a

mainstream classroom.

Once they meet the requirements of this course, the teachers are seconded as "consultants".

3. In-service continuation training and development courses for counsellors

The course entitled "training plan for interdisciplinary teams at sectoral level and staff responsible for guidance programmes in educational establishments" has been organized since 1989 by the general subdirectorates for "training of teachers" and "experimental programmes", in conjunction with the National Resource Centre for Special Education, under the auspices of the Ministry of Education and Science; four of these courses were offered in the academic year 1990/91 and three have been scheduled for 1991/92.

The course is addressed to practitioners in interdisciplinary teams and in educational and careers guidance services and staff responsible for guidance programmes in primary and first-level secondary schools.

The courses last 150 hours, structured according to the following phases:

- (i) a formal phase devoted to theory and practice, comprising to the following modules:
 - a) organizational analysis, interdisciplinary

intervention,

- b) intervention programmes,
- c) the new curricular approach and teamwork,
- d) reflection on the interdisciplinary work models of the actual teams and elements for the elaboration of the working plan (this phase lasts 90 hours, over a period of three weeks);

(ii) elaboration of the intervention project in the work setting during the months following the conclusion of phase 1;

(iii) analysis and discussion of the project over two days in the work setting;

(iv) implementation of the project during the six months following the previous phase;

(v) evaluation of the global training course and analysis of the team reports along with a representative from each team and the course leaders for three days (formal programme).

4.C. DETAILED PROFILES

It may be concluded from the above that university degree courses in education or psychology constitute the most common training route for the assumption of the areas of work and tasks regularly carried out by Spanish guidance workers.

The possible differences between the two fields of study are more a question of nomenclature and professional interests than actual curricular content: the two courses share the same origins, their historical developments are similar and their present overlaps are more than evident.

Both training routes are offered and their knowledge and know-how are imparted by similar institutions⁷. In some cases their teachers are among the most widely acknowledged personalities within the fields of education and psychology⁸; the same holds true for their main organs of expression⁹.

The Spanish civil war, marked a turning point in the development of guidance structures in Spain which even merited a reference by Brewer¹⁰ - of double significance, not only since Brewer was a north American and promotor of the NVGA ("National Vocational Guidance Association"), but also in that he made this reference to a Mediterranean country of Europe.

The initial development of guidance activity, guidance

associations¹¹ and training establishments lost its momentum, without being completely stunted, until the 1970s.

The introduction of the subject of educational psychology to the syllabus of the University of Barcelona in 1933 was followed in 1944 by the introduction of vocational guidance, firstly at the Complutense University of Madrid¹² and then at the University of Barcelona (1954)¹³. Vocational guidance continued to be taught at both universities until 1968¹⁴ and in the same year it was officially recognized at the University of Valencia¹⁵, which, following in the footsteps of Madrid and Barcelona, had been offering this subject since 1964.

Almost in parallel with these developments, schools of psychology were founded in Madrid (1953) and Barcelona (1964). The Madrid school offered post-graduate training courses in the specialized fields of clinical, industrial and educational psychology, while the Barcelona school introduced similar courses in industrial and educational psychology.

In the period prior to the adoption of the General Education Act¹⁶, above all in the latter years, this trend was followed by a considerable number of the then "faculties of philosophy and letters" which awarded (and continue to award) degrees in philosophy, education and psychology. Later, many of these faculties were to change their names to "faculties of philosophy and educational

sciences" and more recently some of them have been converted into independent faculties, e.g. the faculty of education of the University of Barcelona (1987) and the faculties of psychology of the universities of Barcelona, Madrid Autónoma and Valencia and the National Open University.

Despite these structural reforms, the curricula of these educational institutions remain very similar, with an identical structure based on two major cycles:

Cycle 1

The most common contents of the various curricula of the universities offering these subjects during the three years of cycle 1 are as follows:

- * the philosophical foundations of educational psychology;
- * the biological foundations of educational psychology ;
- * philosophical and/or cultural anthropology;
- * historical development and subjects of key interest in the field of education and/or psychology;
- * scientific methodology;
- * research methods;
- * measurement and evaluation;
- * measurement techniques and instruments for diagnosis and research;
- * conceptual foundations of education and/or psychology;
- * educational sociology and/or social psychology;

- * theories of learning;
- * education and development of educational psychology;
- * didactics;
- * the curriculum and educational adaptations;
- * educational diagnostics and/or psychometrics;
- * theory and process of educational psychology intervention.

This cycle, considered as a preparatory phase for cycle 2, does not lead to an officially recognized vocational qualification.

Cycle 2

Cycle 2, which lasts two years, consists of what are generally termed courses of specialization, although legally they are merely recognized as study "options" or "units".

In the case of education and psychology, these specialized options are the following:

EDUCATION

Systematic education

Educational organization and technology

Therapeutic education (special education)

Educational and vocational guidance

PSYCHOLOGY

Clinical psychology

Industrial psychology

School psychology

These two courses are the programmes most directly involved in the training of guidance workers. However since these training routes do not appear as entry prerequisites in the official job advertisements, there tends to be an imbalance between the type of initial training received and the vocational activity carried out. Thus, e.g., a relatively high number of psychology students who specialize in technical or industrial psychology later work in the field of education¹⁷.

The specialized field of educational and vocational guidance

From 1976, when the curricula of the departments or faculties of education at Spanish universities began to receive official recognition, a number of other universities followed the trend set by Barcelona, Madrid and Valencia which had been offering such courses since the previous decade, and began offering specialized guidance programmes, listed in Table 6.

Although the structure of these specialized courses varies from university to university, a certain number of common features can be identified in the contents of the courses related to the following subject areas:

Universities	Legislative Order	Official Journal
Barcelona	01-10-1976	22-07-77
Barcelona Autónoma	26-09-1977	22-12-79
La Laguna	06-12-1983	24-01-84
Madrid Complutense	01-10-1976	29-07-77
Murcia	01-07-1983	14-09-83
Basque Country	26-10-1983	15-12-83
Salamanca	03-12-1979	22-12-79
Santiago	21-02-1984	19-05-84
Seville	01-03-1979	23-04-82
U.N.E.D. (National Open University)	24-05-1982	24-07-82
Valencia	14-04-1978	01-08-78

Table 7: Spanish universities offering a guidance option or unit.

- * **theory and process of guidance:** a general overview of personal, educational and vocational approaches to guidance and the fundamental intervention models;
- * **diagnostics:** basic principles, methodology and techniques of educational or educational psychology diagnostics, frequently linked to learning difficulties and obstacles;
- * **educational guidance:** educational guidance programmes, linked to counselling for primary and secondary level students;
- * **vocational guidance:** basic theory and guidance models, largely focused on decision-making in the educational phase and, to a lesser degree, how to approach vocational activity;
- * **specialized guidance¹⁸:** basic theory and practice for the management of special educational needs, in particular those linked to development and learning difficulties;
- * **work experience:** although envisaged in all the curricula, very few universities consider work experience as an integral part of course work.

Almost all the curricula of the above-mentioned universities offer other subjects as a basis for the learning content of the fields of specialization:

- * subjects of an instrumental nature: statistics, psychometrics, research evaluation methods, experimental education, etc.;
- * subjects of a contextual nature: differential education, corrective education, psychological pathology, etc.

As can be observed, the curricula are predominantly geared towards educational guidance and the emphasis on vocational guidance is relatively small in comparison.

One of the most balanced curricula from this point of view is that of the University of Barcelona, shown on the next page, although it only partly follows its characteristic tradition of the pre-General Education Act period.

The compulsory course on vocational training and the options careers information, training and human resources in industry, among others, constitute a partial attempt to bridge the gap until the new curricula come into force.

With reference to vocational training, the European dimension of education has been introduced into the curriculum in recent years in the form of knowledge of Community programmes, information and cooperation networks and the different vocational training systems.

A further peculiarity of the Barcelona syllabus is the period of work experience, required of all students,

4th year	CURRICULUM	5th year
* Guidance theory and process		* Educational guidance
* Educational diagnostics	<Work Experience>	* Vocational guidance
* Experimental education		* Vocational training
* Option		* Differential education
* Option		* Option

Table 8: University of Barcelona guidance curriculum

although not recognized by regulations currently in force.

This work experience is carried out in the course of the two years of specialization in educational establishments (approved by the department of research methods and educational diagnostics⁹, whose lecturers act as tutors and supervisors of the work experience, carrying out all the tasks envisaged by Ryan¹⁹.

In the first of these two years, students become familiar with the educational establishment, evaluate its guidance needs and draw up a proposal for a group intervention project for the following academic year.

If the proposal is accepted by the bodies responsible for the approved centre, the group project is implemented in the previously determined groups or classes during the final year of specialization. This intervention project

consists of the following minimum phases: (a) group diagnostics; (b) information and training for students, parents and teachers; (c) diagnostics, follow-up and evaluation of specific individual cases; (d) programme evaluation; and (e) drafting of the work experience report.

The average number of hours spent in the approved centres tends to be 100-150 hours in the first academic year and 200-250 hours in the second.

In recent years this work experience model has at least partly been adopted by the universities of Complutense, Madrid, the Basque country and Valencia, among others, whereas other universities, e.g. the Autonomous University of Barcelona, offer the possibility of a period of work experience to all students of education in the framework of an agreement with the INEM.

The specialized field of school psychology

The legal recognition of this specialized field largely coincides with the dates and universities mentioned in the table in the previous section on the specialized field of educational and vocational guidance.

However, the structure and contents of these two specialized courses show so many marked differences over and above the logical differences from university to university, that a number of analysts²⁰ have in fact identified the heterogeneity of this type of training as

its distinctive characteristic:

>"In some cases the option consists of a run through the various theoretical and applied fields of educational psychology;

> in others, in contrast, it is a mere combination of aspects selected from developmental psychology, child clinical psychology and diagnostic evaluation;

> in most cases, however, the option is somewhere halfway between the two previous extremes".

The same analyst describes the University of Barcelona syllabus as the prototype of this "halfway house" situation and adds that "the school psychology option is more or less comprised of educational psychology plus two types of subject:

- * those subjects which consist of an in-depth examination of the evolution of specific fields of child behaviour and development (e.g. psychology of intelligence, psychology of language, etc.);
- * those which cover diagnostic and clinical questions, with particular reference to school development and behaviour (e.g. child psychological diagnostics, dynamic child psychology, etc.).

In the opinion of the analyst, this structure and content



are the features which "characterize in general terms many of the educational psychology curricula applicable in various Spanish universities".

5. TRENDS

In order to understand present, and above all future developments of guidance in Spain, it is necessary to consider some of the numerous changes which have taken place in this country since the reintroduction of democracy.

For obvious reasons, this report shall only mention those changes which directly or indirectly have influenced, left an impact or may have an effect in the near future on the structure of the services, the areas of work and/or tasks of guidance workers, the vocational qualifications required by society and/or the training system preparing them for their occupations.

Almost all these fields are going through a phase of transition, basically a result of the reorganization of the political system, socio-economic developments and legislative reforms in the social, employment and educational fields.

5.A. FROM THE CENTRALIZED STATE TO REGIONAL AND LOCAL AUTONOMY

Since Spain is a state comprised of Autonomous Communities (Art. 2 of the Spanish constitution) and a number of the regions have been devolved full responsibility for fields traditionally related to guidance, each of the regional authorities in question has tended to set up its own services. This is true to such an extent that to understand the guidance scene in Spain, it is necessary to differentiate between the many different structures responsible for the implementation of guidance components.

Different administrations of services and programmes

- a) The most structured services are those under the umbrella of the national Ministry or the regional departments of education, as illustrated by the repeated references in this report.

A sample of this vast array of guidance services provided by the administrations of the Autonomous Communities with full responsibility for educational affairs is outlined in summary on the following page;

NAME/ACRONYM	ADMINISTRATIVE CONTROL	LEGISLATION	ACCOUNTABILITY	ACCESS	
ANDALUSIA	Ed. promotion + guid. teams (EPOE)	Dept. of Ed. and science	*D.23.11.83 (BOJA 3.12.83) *0.25.11.83 *0.24.02.88 (BOJA 26.04.88)	*Organic: Dir.Gen. Ed. Promotion *Func: Ed. Inspectorate	Competition: degree in ed., psychology or social work/relevant exp. in teaching + guidance or ed. renewal
CANARY ISLANDS	Ed. psych. teams (EP)	Dept. of Ed.	*D.24.10.86	*Organic: Dir.Gen. Ed. Promotion *Func: Ed. Inspectorate	Competition: degree in ed. or psy./teacher of prim. lower. sec. schools
CATALONIA	Ed. psy. advisory + guidance teams (EAP)	Dept. of Ed.	*0.25.05.83 (DOGC 13.07.83) *Res. Dir.Gen. Primary Education 31.07.84 *0.01.03.90 (DOGC 12.03.90)	*Organic: Dir.Gen. Ed. Development + Innovation *Func: regional offices	Competition: degree in ed. or psy/civ. serv. teacher with 3 yrs. exp. or completion of the EAP post-grad. course.
GALICIA	Ed. psy support teams (EPA)	Dept. of Ed.	*0.08.08.85 (DOG 03.09.85) *Res. Dir.Gen. Primary Education 31.07.84	*Organic: Dir.Gen. Basic Education *Func: Ed. Inspectorate	Competition: degree in ed./psy. or other subj./civ. serv. teacher with 3 yrs. experience
MINISTRY OF EDUC. + SCIENCE	Interoccupational teams at sectoral level (EIS)	Ministry of Education and Science	*0.09.09.82 (OJ 15.09.82) *D.06.03.85 (OJ 13.05.85) *0.22.03.88 (OJ 29.03.88) *0.04.04.88 (OJ 08.04.88)	*Organic: Dir.Gen. Ed. Renewal *Func: Ed. Inspectorate	Selection tests + competition: degree in ed. or psyc. or social worker/teaching exp.
NAVARRA	Ed. psy. guidance teams (EOP)	Dept. of Ed., Culture + Sport	*D.31.09.90 (BON 19.09.90)	*Organic: Dir.Gen. Educ. *Func: Ed. Promotion Section	Open competition/exam. for graduates ed./psy., restricted to officials of the regional authority of Navarra
BASQUE COUNTRY	Ed. guidance centres (COP)	Dept. of Educ., Univ. + Research	*D.14.06.88 (BOPV 24.06.88) *0.27.06.88 (BOPV 08.07.88)	*Organic: Ed. Renewal Dir. *Func: Ed. Inspectorate	Competition: non-univ. teaching staff career officials
VALENCIA	School ed. psy. services (POE)	Dept. of Culture, Ed. + Science	*D.10.12.84 (DOGV 10.01.85) *0.13.05.85 *D.18.05.89 *0.03.05.89 (DOGV 30.05.89)	*Organic: Dir.Gen. *Func: Ed. Inspectorate	Competition: degree in ed./psy. or other subjects/civ. serv. teacher with 2 yrs. exp.

KEY

BOJA = O.J./Andalusia
 BON = O.J./Navarra
 BOPV = O.J./Basque Country
 D = Decree
 DOG = O.J./Galicia
 DOGC = O.J./Catalonia
 DOGV = O.J./Valencia
 O = Order

Table 9

b) However, alongside these guidance services, there are also structures operated by other ministries or regional departments, mainly those of employment, social welfare, etc., over and above the services provided within the framework of INEM, though the latter remain the most extensive and with the most resources at their disposal. The development of INEM, for which a change is imminent, shall be discussed in a subsequent chapter.

In general, the provision of guidance by these units is not as structured as the provision of the previously mentioned services; they tend to be organized within the framework of ad hoc intervention programmes in such number that detailed examination of these measures would go beyond the scope of this report.

The most common characteristic of these programmes is that they are predominantly addressed to young people and adults, the main objective being to raise awareness among the members of the target group of their individual personal and vocational potential as an essential element for the development of a smooth process of socio-vocational integration and advancement. Socio-vocational information clearly plays an essential role in the context of these programmes.

On the other hand, some national ministries or regional departments of health and justice also perform educational psychology guidance tasks which, although

not originally directly linked to the subject of this report, serve in part to complement the activities of the other services already mentioned.

Alongside the "psychological diagnosis centres" run by the former provincial health "jefaturas", there are an increasing number of services run by the departments of justice, linked to detention centres, juvenile courts or related institutions, which principally carry out guidance and/or rehabilitation activities addressed to specific community groups with social adaptation problems.

- c) At the same time, other guidance tasks are performed by services and programmes operating within the framework of the provincial or local administrations. Originally pioneers in the development of guidance in Spain, many of these administrations have recently received financial support from the European Social Fund, thus succeeding either in relaunching their traditional activities or in initiating new projects in the field of outreach work.

Future perspectives

Spain is confronted with two major problems in paving the way for the future of its guidance services and programmes: the first is to prevent a wide dispersion of activities, human resources and materials; the second is to provide global coverage of its principal guidance requirements.

With respect to the first of these problems, it is urgently necessary to prevent duplication of effort in the provision of services. This is a phenomenon which can frequently be observed, not only within the same region, but even at the level of one local authority; it often occurs in large agglomerations, e.g. Barcelona, Madrid, Valencia, etc.

At the same time, it must be borne in mind that the greater the independence of guidance services, the more necessary it will be to ensure the existence of supralocal and supraregional agencies to pool and channel the various efforts and generate resources, while at the same time promoting knowledge-sharing networks between the various intervention groups.

This approach could offer a better solution to the deficits observed in guidance services as a whole, identified as the second major problem.

In this context, there is a symptomatic dearth of provision for certain groups, e.g. university students, whereas others, e.g. students in their final year of lower secondary school education, are targeted by the majority of the structures.

5.B. FROM THE "ECONOMIC AND SOCIAL AGREEMENT"²¹ TO THE "SOCIAL PACT OF PROGRESS"²²

Shortly after the government, the Socialist trade union, UGT, and the employers' association (CEOE) signed the economic and social agreement in 1984, the Director General of the Spanish employment services (INEM), Pedro Montero, outlined the future of this institution in CEDEFOP's Vocational Training Bulletin as follows²³:

- * "The INEM is faced with a process of change".
- * "The urgent need for a new structure has been observed to permit the INEM to offer the appropriate resources to the needs of the productive system and the labour market".
- * Pedro Montero perceived this new structure for INEM as an autonomous body, an integrated and decentralized public employment service with a local basis.
- * Being an integrated service, there would be "the possibility for a better synergy between vocational training and guidance and employment programmes".
- * In the opinion of the Director General, it was necessary to decentralize "the services provided by the INEM - guidance, training and placement - (because) these services can only be offered effectively if they are situated as close as possible to the clients, i.e.

the employers and the workforce..."

This implies a certain degree of decentralization of the INEM administrative offices.

At the beginning of the 1990s, the heralded reforms have failed to materialize and the government has reiterated most of these ideas among the structural reforms recently proposed in the "social pact of progress" (1991), the key elements of which are as follows:

- * "a greater degree of coordination between the Ministries of Education and Employment to benefit from the opportunities opening up within the legislative framework (of the Organic Law on the Structure of the Educational System)";
- * "decentralization of the design and instrumentalization of (vocational training) programmes in order to dovetail provision to the needs of the firms in the area in question";
- * and "facing these reforms goes hand in hand with the adaptation of the INEM".

In a nutshell, insofar as these proposals are directly related to the subject of this report, the Spanish government has now proposed: (a) the decentralization of INEM and vocational training provision; (b) compulsory participation in vocational training courses for

unemployment benefit claimants; and (c) investment in vocational training, research and development.

Future perspectives

At the time of writing, the government has just published its proposals for the social pact and it is therefore too early to assess its implications and viability. Although the International Monetary Fund (IMF) has issued a positive opinion on the matter²⁴, agreement has not yet been reached on the viability of these proposals between the employers, unions and the opposition parties. The latter have welcomed the process of negotiation, but not the terms of the proposed "pact".

Regardless of the form the final agreement will take, all the social partners and Spanish society in general agree that a root-and-branch reform of INEM is urgently necessary to transform the "dole offices", as they are generally known in Spain, into real "management offices", which can actually carry out their assigned task of coordinating the various fields of employment, vocational guidance and services.

It is hoped that the most radical changes will take place in the field of vocational guidance so that this function, which has been lagging behind its counterparts in other Member States of the European Community and is characterized by imbalances at the level of the various provincial authorities, can be developed and gain full momentum.

The major challenge facing guidance services is to make the transition from remedial-type action to a type of intervention based on prevention and development which in the long-term, apart from being more effective, will permit considerable savings in terms of human and physical resources.

The main problem in meeting this challenge is to transform the offices into "employment" rather than "dole" offices. A considerable amount of imagination will be necessary to generate proactive as opposed to exclusively reactive management.

5.C. FROM UNIFORM UNIVERSITY STUDIES TO THE UNIVERSITY REFORM ACT (LRU)²⁵

This act of 1983 marked the beginning of a process of reform and modernization of university education in Spain, largely inspired by the concept enunciated in its preamble:

"The foreseeable incorporation of Spain into the European higher education area shall entail a greater mobility of Spanish and foreign graduates and shall make it necessary to establish an institutional framework permitting a response to this challenge by adapting curricula and rendering the qualifications offered on the job market more flexible".

Objectives of the reform

This process of modernization and reform is characterized by four key objectives²⁶:

- a) To update the education and knowledge imparted by Spanish universities, integrating new elements consistent with the demands of cultural, scientific and technical development, facilitating interdisciplinary training and including instrumental education (modern languages, computer science, etc.) in the university curricula which should be part of the intellectual competences of any university graduate today.
- b) to make the education imparted more flexible so that

the national character of academic certificates, recognized by Art. 149.1.30 of the Spanish constitution, shall be in harmony with the autonomy of the universities, at the same time respecting the interests of the students. Curricula leading to the same official certificate may therefore vary from one university to another or within the same university, thus promoting the selection of options by students in the course of their studies.

- c) To forge links between the universities and society, bringing higher education into line with social needs. To this end, apart from flexibility of curricula, university education should be structured in cycles to permit alternance between study and work. The same objective is pursued by the diversification of the register of officially recognized certificates and above all of the specialized fields which universities are free to offer.
- d) To align the higher education system with the provisions of the various European Community directives (general and basic three-year modules as an initial preparation for vocational activity) and to approve and harmonize certificates, cycles and curricula in line with those of the most advanced countries.

Related changes

As a consequence of these objectives, major changes are

to be expected in the arena of higher education in Spain in this final decade of the twentieth century and in the first decade of the next century. Among others, the following should be emphasized:

- the existence of official certificates valid throughout the whole of the country, alongside the specific certificates awarded by each university;
- the structure of university education in cycles, with a first cycle of three years²⁷ leading to a diploma and a second cycle of two years leading to a degree, insofar as this is in accordance with the relevant academic requirements and/or EC directives²⁸;
- the possibility for students to be able to freely organize their studies, registering for the subjects of their choice as a function of the time available for university education²⁹, given the fact that higher education is structured according to cycles and not academic years;
- the introduction of the credit system³⁰, permitting homogeneous elaboration of curricula and accreditation of university courses and studies;
- differentiation between three types of curricular subjects:

core subjects: these constitute the minimum common

content corresponding to the same official certificate valid throughout the entire country; the minimum percentage of the total number of hours of study must be 30% in first-level higher education and 25% in the second;

subjects defined by each university: (a) compulsory subjects for students at the university in question and (b) elective subjects which the student may choose among those offered by the respective university syllabus;

subjects elected freely by the student: at least 10% of the overall teaching hours envisaged as being reserved for subjects freely chosen by the student among those offered within the general university syllabus.

Academic and vocational guidance services

The Spanish universities have embarked upon a process of reform and modernization although there is virtually no tradition of guidance at university level. "More or less promising experiments such as the COIEs did not succeed in becoming general practice and, with a few exceptions, the existence of a COIE in a university merely implied that the university was brought closer to the INEM employment office" (Rodriguez Espinar 1990, p. 112³¹).

The "employment guidance and information centres" (COIEs) - established as collaborative centres of the INEM to

provide guidance, information, sound out prospective employment opportunities and help place university graduates - have so far neither succeeded in reaching all the universities³², nor in covering their principal information, guidance and assistance needs, although the first collaboration agreements were signed as long ago as 1977.

This is at least the conclusion that can be drawn from the opinions of more than 4 000 students at various Spanish universities; no significant variations were observed between universities with or without a COIE (Company 1988 et al.³³):

Information/guidance needs	% Students	Period (*)
Upon matriculation	85	Beginning
On evaluation and examinations	55	During
In the choice of studies	55	Beginning
On professions/occupations	45	Beg./During
On various academic problems	40	Beg./During
Jobsearch	40	Total
With socio-psychological problems	15	Beg./During

Assistance received		Agent (**)
On administrative matters	55	Admin. staff
Selection of courses/studies	45	Lecturer
Professions/occupations	25	Lecturer
Academic problems	25	Lecturer
Jobsearch	15	Lecturer
Socio-psychological problems	4	Counsellor/ Lecturer

Satisfaction with	Rating
assistance received	(scale of 1-4)
On administrative matters	2.3
Selection of courses/ studies	2.0
Professions/occupations	1.7
Academic problems	1.6
Jobsearch	1.5
Socio-psychological problems	1.3

(*) at the beginning, during or at the end of studies

(**) the agent is specified to whom the highest percentage of assistance was attributed.

Table 10 : Information and guidance needs at Spanish universities.

These results stand in contrast to the findings of another study conducted somewhat later by members of the same research team (Rodriguez Moreno and De la Torre, 1989³⁴), which analysed the percentage of services provided by the COIEs:

Services	%
Academic guidance on administrative procedures and registration	56
Information on grants, aids, accreditation	69
Academic information at the beginning and/or change of cycle	62
Information on the world of work and jobs	81
Guidance on jobsearch strategies	50

Table 11: Percentage of services offered by the COIEs

Future perspectives

In the light of this situation, it may be concluded that the present reform of the university system presents two major challenges for the future: the first involves the process of institutionalization of university guidance services; and the second is related to the new certificates of guidance professionals.

a) Institutionalization of university guidance services

If the objectives of the reforms are to be achieved, above all with respect to making higher education more flexible, adapting it to EC legislation and forging links between universities and society, it will clearly be indispensable to establish guidance services aimed at catering for the principal needs: (a) provision of a wider choice of subjects, credit systems, new means of accreditation, etc.; (b) student mobility in Europe; (c) the socio-occupational problems characterizing the present situation, accentuating the typical problem of periods of transition and requiring students to be equipped with new types of personal skills to face their future working lives.

The first projects which are attempting to either completely or partially contend with these needs have already emerged in a number of universities, e.g. Barcelona (Echeverría and Rodríguez Espinar 1989³⁵, Madrid (Díaz Allué 1989³⁶, Seville (Alvarez and Bonilla 1991³⁷

and Valencia (Rivas and Ardit 1985³⁸, Rocabert et. al. 1990³⁹).

Most of these projects are currently being tested or analysed by the governing bodies of the respective universities. All the signs suggest that it will depend on the success of the latter in finding a response to the needs resulting from the University Reform Act for a serious process of institutionalization of university guidance services to be initiated in Spain for the first time.

b) New certificates: initial training of guidance professionals

One of the new certificates stemming from this process of reform⁴⁰ related to the initial training of guidance specialists has in fact sparked off a considerable controversy between educationalists and psychologists, a subject even given coverage by the non-specialized media, in particular in the first half of 1990.

The proposal was that the general and specific knowledge generally required of practitioners involved in the most common activities of the Spanish educational psychology services, described earlier in this report, should be merged⁴¹ in the form of a degree programme in psychological education⁴² with courses offering specialist training in the following fields:

- * upgrading teaching and learning processes;
- * prevention and management of educational difficulties;
- * academic and vocational guidance;
- * follow-up of educational work in schools and the workplace.

The controversy came to a head when the Universities Council opened the final period for the submission of amendments to this degree programme (7 February 1991) and at the time of writing the matter has not yet been settled.

It is impossible to foresee what the fate of this new certificate shall be, the aim of which was to amalgamate two types of apparently different training for the practice of similar professions.

5.D. FROM THE GENERAL EDUCATION ACT (LG3)⁴³ TO THE ORGANIC LAW ON THE STRUCTURE OF THE EDUCATIONAL SYSTEM (LOGSE)⁴⁴

In the field of guidance alone, the twenty years between these two acts witnessed a development, reflected in one way or another in various articles of both acts, but especially in the following two:

"... The students....shall have....the right... to educational and vocational guidance in the course of their school careers, to account for personal learning problems and to assist them in educational and occupational choice in the final phases of schooling" - Art. 125.2, LGE (authors' emphasis);

"The educational administrations shall guarantee academic, educational psychology and vocational guidance, in particular with respect to the various educational options and the transition from school to working life, lending particular attention to the surmounting of discriminatory social habits conditioning access to the various fields of study and occupations. Guidance activities shall be coordinated by practitioners who have been duly trained Art. 60.2, LOGSE (authors' emphasis).

In the first instance, the LGE recognized the right of Spaniards to demand what was established by the law, whereas the LOGSE secures them against the risk of the legal provisions not being complied with.

Secondly, whereas in the first of these laws the concept of guidance is clearly school-based, the second envisages the possibility of other locations for guidance.

And, thirdly, whereas the LGE overlooked the qualification necessary to work in the guidance profession, the LOGSE, albeit in a rather diffuse manner, stipulates that these persons must be "practitioners who have been duly trained".

These points may be regarded as questions of nuance, but they are nevertheless important in legal terms.

Reasons for the change

To understand the developments between the two acts, it is necessary to consider not only the course of socio-political change between the two, but also at least some of the needs which have emerged in the wake of the present reform of the non-university educational system.

It is evident that problems may arise from this reform if guidance programmes are not initiated to help students cope with and resolve the complex situations stemming from the constant choices they have to take on specific academic content and educational options envisaged by the new academic system.

As early as the level of compulsory secondary education (13-16), the LOGSE establishes a gradual differentiation

of contents. Students are confronted with a series of choices on optional subjects which increase in scope as they proceed from class to class.

As students go on to non-compulsory secondary education (17-18), they face a choice between either the more academic "bachillerato" or the vocational education track, and new decisions have to be faced within each stream.

For example, the "bachillerato" programme comprises four or five basic subjects⁴⁵, plus three subjects carried on from the previously elected module (art/natural or health sciences/humanities and social sciences/technology)⁴⁶, and one or two options which may include a phase of practical training outside the educational establishment.

Specific vocational education, in turn, comprises a whole series of educational cycles organized into modules of variable length, constituted by units of theoretical and practical learning, geared towards the various occupational fields.

A fundamental characteristic of the reform of vocational education is that it is structured according to occupational modules, whereby a single structure has been replaced by flexible structures adapted to the needs of each occupation.

These occupational modules are composed of two educational units: one in the educational setting, the other on the

job in the framework of alternance agreements with industry. The length of these units varies, depending on the preparation required in each specific case, and their structure differs from those of traditional academic courses.

In accordance with European Community standards, the law envisages two levels of module: level 2 - specific middle-level training and level 3 - specific higher level training. Level 1 programmes, which offer general training, cater for students who do not reach the standards of compulsory secondary education and are organized as specific "social guarantee" programmes. The purpose of these remedial programmes is to offer basic vocational training to this target group so that the young people will be able to integrate into working life or continue with their academic studies in the various fields of education regulated in the act, especially specific vocational education.

Future perspectives

As can easily be observed, the changes implied by the LOGSE at the various levels are above all characterized by flexibility. It is therefore necessary for guidance to be transformed into one of the keystones of the Spanish education system.

This seems to be the understanding of the Ministry of Education and Science which in its "proposal for debate"⁴⁷

presented a new system for the institutionalization of the various levels of activity:

- * "expert practitioners" from the sectoral network of educational psychology support teams;
- * "specialists" with training in educational psychology to coordinate the guidance department of each establishment (head or director);
- * all educational practitioners (but in particular the teacher counsellor).

The proposal refers to the ongoing nature (18.2. a) of the guidance process in the field of compulsory schooling, and tries to involve more players and institutions (18.2.b), considering the individual to be an active element of the guidance process (18.2.d).

This approach was later adopted⁴⁸ so that Spain is facing the challenge of the future with the following proposal of the Ministry of Education on the organizational and functional model of guidance and educational psychology intervention at three levels:

"1. Primary guidance functions are found within the framework of actual educational practice, pinpointing the tutorial and guidance role as an aspect of the teaching function and as a consequence ascribing this function to all teachers, although assigning it more expressly and

formally to the teacher counsellor (3). Guidance is an element of the institutional provision of the educational system.

2. On the basis of an analysis of the special problems which may occur in teaching and, therefore, in guidance, the need may arise for a specialized qualification for certain guidance activities and specialized intervention in the field of educational psychology, a specialization which cannot be assumed or expected from the ordinary teacher, but which the educational establishment will in many cases be able to offer by means of more appropriate targeting of human and physical resources. An appropriate means towards this end is the creation in educational establishments of guidance units or departments, coordinated by a teacher with a special qualification for this function.

3. Even if teachers in educational establishments have optimal resources and qualifications at their disposal, needs may nevertheless arise requiring the assistance of a team or service from the specialized sector, specifically prepared for and skilled in this function. These needs will essentially be assistance and counselling of the teaching staff, guidance of students in the transition from one level or establishment to another, and educational psychology work in the case of highly complicated and specific learning difficulties and problems. This is where the interdisciplinary teams can step in to support the school; their functions will partly

coincide with those of the guidance counsellors and the guidance departments in the actual establishments but, when assigned to these teams, they will be characterized by the high degree of specialization required and by the fact that they possess a more global overview, oriented towards the entire sector, as opposed to the individual establishment" (pp.17-19, authors' emphasis).

FOOTNOTES/BIBLIOGRAPHY

- 1) Organic Law 11/1983 (O.J. 25.10.1983)
- 2) Royal Decree 1497/1987 (O.J. 14.12.1987)
- 3) Organic Law 1/1990 (O J. 04.10.1990)
- 4) MEC (1990): La Orientación Educativa y la Intervención Psicopedagógica. Madrid: Ministry of Education and Science.
- 5) Ministerial Order 25.02.1988 (O.J. 03.03.1988)
Ministerial Order 28.03.1989 (O.J. 07.04.1989)
Ministerial Order 19.02.1990 (O.J. 27.02.1990)
Ministerial Order 16.11.1990 (O.J. 20.11.1990)
Ministerial Order 21.03.1991 (O.J. 27.03.1991)
- 6) Official Journal of the Basque country, 28.03.1990
- 7) Instituto Profesional de Inválidos del Trabajo de Carabanchel and Instituto Nacional de Psicotécnica de Madrid y Museu Social de Barcelona. The latter, founded in 1908, was reorganized into the Secretariat d'Aprenentatge in 1913/14, with the aim of "offering guidance to young people in choosing their occupations" (Art. 2); it was converted into the Institut d'Orientació Professional in 1918 and finally became the Institut Psychotechnic de la Generalitat de Catalunya. Its activities in the field

of guidance and occupational choice were complemented by an educational psychology department with a line of action linked to the pedagogical renewal movement of the time.

- 8) Among others: M. Rodrigo, P. Roselló, J. Mallart, L. Trias de Bes, E. Mira y J. Xirgau... The latter two were founders of the "Revista de Psicología i Pedagogía" and through J. Xirrau - lecturer of philosophy at the University of Barcelona - links were established between educational psychology and the university, unusual at the time; these links have survived to this day.
- 9) Revista de Pedagogía (1922), founded by L. Luzuriaga as a mouthpiece and instrument of educational renewal; and Revista de Psicología y Pedagogía (1933), which aimed to "give an account of what is going on in our country in the field of psychology and education" (vol. 1, no. 1).
- 10) "Systematic vocational guidance was not organized in Spain until the Institut d'Orientació Professional of Barcelona developed in 1920 out of an apprentice bureau established in 1915... The development of vocational guidance since 1921 has followed closely the policies and activities of the central office, the Barcelona Institute. Branch offices are established in the smaller towns of Catalonia, upon petition to the Barcelona office, by the municipal

authorities and "employers'" or "workers'" association or a public utility society... J.M. Brewer (1942): *History of Vocational Guidance*. New York: Harper and Brothers. (pp. 225-226).

- 11) The Sociedad Española de Pedagogía and the Sociedad Española de Psicología were founded in 1949 and 1952 respectively.
- 12) Decree 07.07.1944 (O.J. 04.08.1944)
- 13) Order 20.08.1954 (O.J. 27.08.1954)
- 14) Order 12.08.1968 (O.J. 27.08.1968)
- 15) Order 27.09.1968 (O.J. 05.10.1968)
- 16) Organic Law 14/1970 - 04.08.1970 (O.J. 06.08.1970)
- 17) COLL, C. (1989): *Psicología académica y Psicología profesional en el campo de la educación. Anuario de Psicología*. 41 (51-73)
- 18) This tends to be offered by those universities which do not provide the therapeutic education module.
- 19) RYAN, T.A. (1978): *Systems Models for Counselor Supervision*. Washington: A.P.G.A.
- 20) COLL, C. (1989): *Psicología académica y Psicología*

profesional en el campo de la educación. Anuario de Psicología. 41 (p. 55)

- 21) M.T.S.S. (1985): Acuerdo Económico y Social. Madrid: Ministry of Employment and Social Security.
- 22) The Spanish government submitted its first proposals to the parliamentary groups on 12 June 1991. Cf. "EL PAIS" 13/14 June 1991 (pp. 60-61 and 62).
- 23) MONTERO, P. (1986): Del PPO al INEM: Evolución del marco jurídico, sistema organizativo y estructura. Formación Profesional, 1, (56-60).
- 24) Cf. "LA VANGUARDIA" 22.06.1991 (pp. 59-60).
- 25) Organic Law 11/1983 (O.J. 25.08.1983)
- 26) MEC (1987): La reforma de las enseñanzas universitarias. Madrid: Ministry of Education and Science/Universities Council.
- 27) Exceptionally two.
- 28) E.g. studies of medicine shall last six years as before.
- 29) No restriction is being envisaged to the possibility of part-time education, except in a handful of careers for which this is prohibited by EEC

directives (e.g. medicine, dentistry, etc.).

- 30) Based on units equivalent to ten theoretical and practical teaching hours.
- 31) RODRIGUEZ ESPINAR, S. (1990): Problemática y tendencias de la Orientación Universitaria. In AEOEP: La Reforma educativa: un reto para la Orientación. Valencia: Asociación Española para la Orientación Escolar y Profesional (pp. 107-122).
- 32) They are to be found at the following universities: Alcalá de Henares, Córdoba, Granada, Málaga, Madrid (Autónoma, Complutense and Politécnica), Murcia, Santiago de Compostela, Sevilla and Valencia (Politécnica).
- 33) COMPANY, F.; DONOSO, T.; ECHEVERRIA, B.; MARIN, M.A.; RODRIGUEZ ESPINAR, S.; DE LA TORRE, S. (1988): Resultados de la encuesta sobre "Necesidades de Información y Orientación Universitaria en España". Report presented at the Third European Conference on University Guidance. Delphi: European Forum for Academic Guidance (FEDORA).
- 34) RODRIGUEZ MORENO, M.L. Y DE LA TORRE, S. (1989): Resultados del cuestionario sobre "Servicios de Información y Orientación Académica y Profesional en las Universidades Españolas". Report presented to the First Symposium on Academic and Vocational Guidance

in the University. Barcelona: University of Barcelona, regional government of Catalonia and the European Forum for Academic Guidance (FEDORA).

- 35) ECHEVERRIA, B. AND RODRIGUEZ ESPINAR, S. (1989): Proyecto del Centro de Orientación Académica y Profesional (COAP). Barcelona: University of Barcelona.
- 36) DIAZ ALLUE, M.T. (1989): La orientación universitaria ante la problemática académica y profesional. Madrid: Narcea.
- 37) ALVAREZ, V. AND BONILLA, G. (1990): Programa de Orientación al COU para el distrito universitario de Sevilla. In AEOEP: La Reforma Educativa: un reto para la Orientación. Valencia; Asociación Española para la Orientación Escolar y Profesional (pp. 300-307).
- 38) RIVAS, F. AND ARDIT, I. (1985): Programa de Asesoramiento Universitario (PAU-84): Análisis y Evaluación de una experiencia en la Universidad de Valencia. Revista de Educación, 227, (171-199).
- 39) ROCAVERT, E. et al. (1990): Asesoramiento vocacional: Análisis de una experiencia. Servicio de Asesoramiento Universitario (SAU). In AEOEP. La Reforma educativa: un reto para la Orientación. Valencia: Asociación Española para la Orientación Escolar y Profesional (pp. 326-332).

- 40) Royal Decree 1497/1987 (O.J. 14-12.1987)
- 41) Cf. meetings of experts in the training of guidance counsellors and therapeutic educationalists held in 1988: Igueldo (San Sebastian 23-25 March), Murcia (24-26 March), UNED (16 June, 15 and 21 September), Pedagogical Congress (Alicante, 30 October).
- 42) Second-cycle (two years) certificate, open to those who have followed related academic studies, with a requirement to take the core subjects not passed in the first cycle.
- 43) Organic Law 14/1970 - 04.08.1970 (O.J. 06.08.1990).
- 44) Organic Law 1/1990 - 03-10.1990 (O.J. 04.10.1990).
- 45) The fifth subject makes provision for those regions which have their own official language.
- 46) The law stipulates that "the government, following consultation of the Autonomous Communities, shall establish the specific subjects of each module, adapting them to the needs of society and the educational system" (Art. 27.6) and "the government, in agreement with the Autonomous Communities, may establish new modalities for the bachillerato or amend those defined in this law" (Art. 27.7)
- 47) MEC (1987): Proyecto para la reforma de la enseñanza.



Propuesta para debate. Madrid: Ministry of Education and Science.

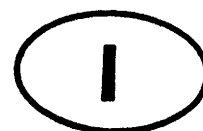
- 48) MEC (1990): La Orientación educativa y la intervención psicopedagógica. Madrid: Ministry of Education and Science.

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ISFOL

OCCUPATIONAL PROFILES IN GUIDANCE IN ITALY

Final report by
Marina Rozera

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CHAPTER I

INTRODUCTION

This study looks at guidance in Italy, paying particular attention to the way in which the system is structured and the occupational profiles involved.

A few introductory comments need to be made.

It is not possible to provide a complete picture of all the roles involved in guidance activities in Italy.

There are two main reasons for this: the regulations which govern this sector, which will be described in the appropriate section below, and the complete lack of central coordination aggravated by the lack of a "culture of evaluation" for public service activities.

It also needs to be pointed out that people started becoming aware of the importance of guidance both as an activity and as a public service only in the 1980s, largely as a result of the examples set in other EEC Member States.

Two studies conducted by ISFOL, which are the only studies conducted so far, give some idea of the structure of the Italian system.

Neither of these two surveys, in 1983 and 1987, aimed to undertake a

census, even though they looked at the sector as a whole, but they nevertheless offered a fairly detailed qualitative and quantitative analysis.

One of the results of the surveys was to show that between 1983 and 1987 there had been a very large increase in the numbers of workers in this area, as well as higher levels of involvement.

In the 1983 survey, 16% of some thousand questionnaires sent out by post were returned. This figure increased to 20% in the 1987 survey although numbers had more than doubled. In both surveys, the questionnaires returned made it possible to build up a reliable overall picture of guidance and its development.

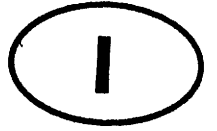
The 1983 survey looked at institutions, schools districts and regional centres which at that time were the only agencies operating in this field. In 1987, the survey included the new public agencies such as Informagiovani (Youth Information), Regional Information Centres and also obtained information from associations in the private social sector.

In both cases the surveys made it possible to draw up a fairly exhaustive and meaningful picture of guidance in Italy.

Bearing in mind that a simple description of the system is problematic, any attempt to describe the occupational profiles involved in guidance services increases these problems exponentially.

A mixture of methods has been used to compile this report, including analysis of various studies conducted in recent years on guidance

services, and face-to-face interviews with certain officers responsible for guidance activities in the Regions.



CHAPTER II

STRUCTURES

Italy has no national structures for guidance.

Central State authorities, i.e. the Ministries of Education, Labour, the Interior and Scientific Research and Universities, are involved in this sector as a result of their various guidance and support tasks in respect of other bodies.

There are no research institutes dealing directly with guidance issues. ISFOL is the only public research institute which has tackled guidance issues with any continuity, even though it is not institutionally involved in this sector.

Powers and services in respect of both school and vocational guidance are all located at local level in Communes, Provinces and Regions.

In order to make our description simple and readily comprehensible, we shall divide local guidance services in terms of the issues which they tackle and the areas in which they are active.

The following Table sets out the most important guidance structures in Italy. The column relating to the number of employees in the various services has not been completed because, as explained in the text, the situation in Italy does not make it possible to provide a reliable estimate.

SERVICES	ADMINISTRATIVE CONTROL	CLIENT TARGET-GROUP	MAIN OCCUPATIONS	NO. IN OCCUPATION
- PUBLIC Schools Districts	Ministry of Education	Young people aged 11-19 (pupils) + parents + teachers	No personnel	
Lower secondary school	Ministry of Education	Young people aged 11-14 (pupils in lower secondary education)	All teachers, especially in literary and technical education subjects	
UNIVERSITY GUIDANCE: - PUBLIC University guidance centres	Regions - Universities	Young people aged 18-29 (pupils in final year of higher secondary education and university students)		
VOCATIONAL GUIDANCE: - PUBLIC Regional/Provincial guidance centres	Regions/Provinces	Young people aged 14-29 + adults (in training and unemployed)	Guidance counsellors and psychologists	
Regional/Provincial information counters	Regions/Provinces (in some cases training centres provide the service)	Young people aged 14-29 in training or unemployed (predominantly) + adults	Guidance counsellors and information counter workers	
Informagiovani	Provinces/Communes coordinated by the Ministry of the Interior	Young people aged 14-29 both in training and unemployed	Information counter workers	
Centres for local initiatives on employment (CILOs)	Provinces/Communes/Regions	Young people aged 14-29 both in training and unemployed	Information counter workers	
Local employment offices	Ministry of Labour: local offices	Young people and adults outside training, the unemployed	This function set out in Law 56/87 on local services for employment has not been implemented	
PRIVATE Movimento Primo Lavoro (First job movement)	ACLI	Largely young people in training or unemployed	Information counter workers	

School, vocational and social guidance centre (COSPEs)	CNOS		Young people in training or unemployed	Guidance counsellors	
Information centre for young unemployed people	GIOC		Young unemployed people	Information counter workers	
Solidarity centres	Popular movement "Comunione e Liberazione"		Young people and adults in training or unemployed	Information counter workers	
Unemployed information centres (CIOs)	CGIL		Young and adult unemployed	Information counter workers	
Labour centres	CISL		Young and adult unemployed	Information counter workers	
UIL Giovani	UIL		Young and adult unemployed	Information counter workers	
Guidance Centres	Private agencies		Mainly young people aged 11-19	Psychologists and guidance counsellors	



1. Guidance services

1.1 School guidance services

School guidance services are structured as follows:

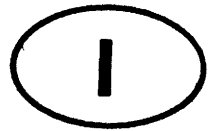
A. Lower secondary school

During the period of compulsory schooling guidance is provided by the school itself. Teaching in lower secondary schools must include guidance. Teachers themselves consequently have to adopt those measures which they consider most appropriate for the development of young people's personalities and the analysis and assessment of their potential, interests and attitudes. Teachers also have to plan and implement a whole range of measures to help young people to make choices as they approach the end of compulsory schooling and have to decide whether to continue their studies or start work. Guidance is in practice planned and taught in a flexible way so as to develop young people's personalities, with contributions from any other socio-economic agency in the area.

Lower secondary schools therefore have to be seen as guidance services.

B. Upper secondary school

The regulations on secondary education, which have been awaiting reform for some twenty years, make no provision for guidance. The current system is rigid, imposes early choices and does not allow for remedial schooling or transfers from one stream to another. Until



now all guidance activities for young people in secondary education have encountered this problem. Despite this, a large number of guidance initiatives have been launched, making use of the regulations which allow schools to organize experimental activities. Cultural and material contributions from regional guidance services have made these initiatives possible in most cases.

It is, however, important to include upper secondary education in this context, as one of the provisions of a Ministry of Education measure in August 1989 was to establish a new occupational category in secondary education: the Coordinatore dei Servizi di Orientamento Scolastico (CSOS - Coordinator of School Guidance Services).

The CSOS attempts to provide guidance activities or plan them in keeping with the level of development which students at this level have attained or in line with the criteria laid down by the local authorities in the area. The CSOS is a resource worker within schools and is mainly in direct contact with other adults - teachers, parents, other operators outside schools - rather than with young people.

C. Schools Districts

Schools Districts are local offices of the Ministry of Education and have powers in the guidance sector. Even though they were established by law in 1973, the way in which they operate is undoubtedly not optimal.

The areas of action of Districts are:

- provision of information: on types, geographical distribution and specific features of post-compulsory school facilities, and on trends in schools as regards repeated years, withdrawals, pupils qualified, etc.;
- keeping teachers up-to-date: on all the issues surrounding teaching methods, learning, evaluation, guidance, education for work, etc.;
- advisory and information services: for teachers, students and families on issues concerning choices of schools and careers, the new professions and the labour market;
- experimentation: help in planning new experiments in the various types of school;
- forging links: between the various educational and vocational training institutes, universities and both sides of industry.

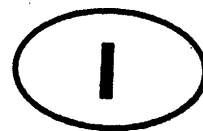
1.2 University guidance services

All universities have university guidance centres, although their names may vary. These differences depend largely on the legal status of the centres, which may be "institutes for the right to study", i.e. institutes set up to promote schemes intended to guarantee genuine opportunities for university attendance to all students¹, regional agencies, etc.

The tasks of these centres are:

- information: for individual students, on all matters connected

¹ In Italy, the laws which set out assistance for students: grants, accommodation opportunities, guidance measures, welfare, etc., are known as laws on the right to study.



with the operation and organization of the university, European programmes for university mobility, accommodation opportunities, ways and means of augmenting student income (study grants, scholarship loans, etc.); general information through the production of "Guides" to the university, information bulletins, audiovisuals on faculties, the labour market and the professions; production of information software for students;

- forging links: with secondary schools to bring themselves to the attention of pupils and with other institutions for both information and the design of particular initiatives;
- organization of exhibitions, debates, congresses: for students, families and teachers on all the issues surrounding guidance.

The employees of these centres normally have administrative officer status.

1.3 Vocational guidance services

Regions are responsible for vocational guidance services. Most regions take responsibility for tasks connected with the planning, promotion and implementation of guidance activities. There are two types of facility: guidance centres and information "counters".

At local level, these are supplemented by other public and private services run or coordinated by various agencies: Informagiovani (Youth Information) centres, local employment offices and information centres run by associations in the private social sector.

A. Guidance centres

Guidance centres work with other institutions as well as directly with users: the latter include young people, whether in training or unemployed, adults, and particular groups such as immigrants, women and the handicapped.

Their main tasks are:

- To inform: providing information directly to users and institutions through publications, seminars and congresses. They cover all aspects of guidance: school and training routes, ways of gaining a foothold in the labour market, labour market opportunities, new professions/occupational skills, etc.
- To support choices: by individuals and groups through interviews, meetings, use of resources, and innovative methods and techniques intended to help users to become more aware of themselves, to assess themselves and to discover their aptitudes, motivations and interests.
- To provide technical assistance: together with institutional and non-institutional agencies as regards the planning and design of targeted guidance, remotivational and work-finding schemes in schools and vocational training and in relation to evident or emerging needs at local level, for all types of users. This task also includes all activities aiming to link up and coordinate other facilities and structures: for instance, teacher training and refresher training ventures, planning of school-and-work alternance schemes, and the



organization of in-company work experience periods, etc.

Employees of these centres normally come from one of two backgrounds: as public service officials or as vocational training teachers. Psychologists, counsellors and people such as economists are employed to a much smaller extent.

B. "Information counters"

Information counters have not been set up in all Regions and are not all organized in the same way. We have given them a single title, but this covers a range of internal structures: vocational training centres which have been made responsible for information provision at local level, facilities set up by local government authorities such as Provinces under agreements with Regions, etc.

Their main aim is, however, the same: to provide information. They act as points of direct contact with all users, not just young people, and provide information on training routes, on job opportunities, on new professions/occupational skills and on other guidance facilities in cases where specific and/or specialist information is needed.

Employees in these centres come from the same backgrounds as guidance centre employees: civil servants or trainers.

C. Informagiovani

While the main aim of Informagiovani centres is also to provide information, the reasons for their establishment differed from those

of the information counters, with the result that they offer a slightly broader range of information. These centres were set up at the end of the 1970s as a way of implementing policies aiming to prevent problems among young people, on the assumption that optimum conditions for the growth and development of the individual needed to be set in place if prevention was to be effective. At the outset, therefore, they were on the margins of guidance. However, the crucial nature of work placement problems has led to their gradual involvement with general guidance issues.

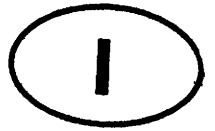
In addition to the standard range of information, they provide information on studies abroad, national and international cultural events, youth tourism and voluntary work.

The most widespread qualifications in these services are of a general type not connected specifically with guidance. In some cases they are managed under conventions with young people's cooperatives.

D. Centri di iniziativa per l'occupazione - CILO
(Local employment initiative centres)

The CILOs, which are still not very widespread nationally for both political and organizational reasons, were set up at the end of the 1980s in order to:

- provide young people with practical support and information to help them find their place in society and find work;
- launch effective forms of practical support for young entrepreneurs, possibly through experimental ventures;
- help to create positive action in respect of the most marginal and weakest sectors of the labour market.



These are consequently centres with a dual purpose, i.e. to provide information as well as active assistance, and have been promoted by local authorities, generally Communes.

Workers in these centres are predominantly local authority employees.

E. Local employment offices

Local employment offices are the local agencies of the Ministry of Labour and have replaced the old placement offices.

These offices have been given new tasks. They no longer simply certify contracts and recruitment for jobs but also provide information and guidance on entry into the labour market.

While these new tasks have not yet been put into practice, we feel that it is important to include services which are currently only potential in our discussion of the way in which services are organized.

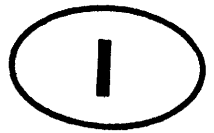
It should also be noted that in addition to information and guidance tasks, it would be very difficult for these offices to carry out genuine recruitment activities. Italian legislation does not in fact contain provisions for contract recruitment. Negotiations for a training and work contract are strictly private between the young person and the employer. Offices necessarily have to act in concert with regional authorities for matters connected with any training measures needed and for inclusion in experimental projects to promote employment.

F. Information centres of associations in the private social sector

The information centres set up from the mid-1980s by associations in the private social sector, especially by associations with Catholic or trade union affiliations, are of particular importance.

These centres include:

- the Movimento Primo Lavoro (First job movement) set up the Associazione Cristiana Lavoratori Italiani (ACLI - Italian Christian Workers' Association);
- the Centre for School, Vocational and Social Guidance (COSPES) promoted by the National Centre of Salesian Works;
- the Information Centre for the Young Unemployed set up by GIOC (Gioventù Operaia Cattolica - Young Catholic Workers);
- the Solidarity Centre linked to the Comunione e Liberazione movement (a right-wing Catholic organization);
- the Unemployed Information Centre (CID) run by the trade union CGIL (Italian General Labour Confederation);
- the Labour Centre promoted by the trade union CISL (Italian Confederation of Workers' Trade Unions);
- UIL Giovani (young people) run by the trade union UIL (Italian Labour Union).



Various factors have helped to shape the importance of these centres, especially political factors, bearing in mind that they have close links with organizations which play a very important role in Italy's social life.

These centres have also pushed these organizations into thinking about all the issues connected with transition from school to work and guidance, thereby giving a new impetus to the debate with all the other agencies involved.

Their rapid spread has thus been a crucial factor in the development of guidance in Italy.

A 1989 survey by IAL-CISL, financed by the Ministry of Labour, identified 370 different centres throughout Italy, although their geographical distribution reflects the normal pattern in Italy: the largest concentration in the North, less in the Centre, and less still in the South. Their continued development is shown by the fact that during the eight months which the survey took, a further 20 centres were set up.

The main feature of these centres is that they are multifunctional in their practice. They offer a wide range of services: information on the labour market, seminars, debates, conferences, guidance, training and refresher training for teachers and managers within the organization, job creation, matching supply and demand, reception facilities, social centres, legal protection and advice and specialist assistance. They are therefore valuable services which supplement public services at local level.

Given their voluntary nature, occupational profiles in these centres are very varied, ranging from very high-level skills to very low-level skills.

G. Private agencies

Genuinely private guidance centres or agencies are not very widespread. They conduct schemes chiefly to support individuals or groups. In some cases they operate under conventions with public authorities.

Given that these are non-public services which do not have a "socially useful" side they contain the highest-qualified profiles: psychologists, guidance specialists. It should be borne in mind, however, that they account for the smallest number of centres.

2. **The legislative and organizational framework**

National legislation clearly separates powers over school and vocational guidance.

Presidential Decree 616/77 confirms that District School Councils (Schools Districts set up by Law 477/73 and regulated by Presidential Decree 416/74) have tasks linked to the planning of school guidance and the power to promote and manage services outside schools offering guidance for school pupils. We have already seen that in the case of education there is a substantial difference between compulsory schooling and upper secondary schooling and in the innovations which have been introduced. All activities are therefore carried out with a very wide degree of autonomy. The Ministry of Education, through

the Studies Office, has retained policy-making tasks and disseminates policy through circulars. Schools wishing to launch experimental activities have to submit a plan which must be approved. These ventures are funded either out of Ministry funds or out of regional funds in regions which have retained direct powers over schools.

This Decree (Arts. 35 and 39 implementing Law 382/77) makes regions responsible for planning and administering vocational guidance activities.

The Outline Law on Vocational Training (845/78, Arts. 3 and 10), issued in the following year, lays down the methods by which regions must operate and the possibility of cooperation with Schools Districts for the coordinated implementation of guidance activities.

Under existing legislation, school guidance for young people still following traditional educational paths, for which Districts are responsible, is therefore clearly separate from vocational guidance for young people and adults attempting to find jobs or new jobs in the labour market, for which the regions are responsible.

This divide, as well as running counter to the modern view of guidance as an organic process accompanying the individual through all stages of working life, has led in some cases to overlapping powers and in others to serious institutional gaps.

Individual regions have also organized their guidance systems independently.

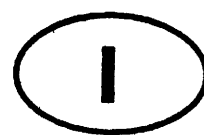
As matters stand at present, all the regions have laid down

guidelines and regulated this sector through specific laws, through laws relating to vocational training, and through laws on the right to study in the case of university guidance. In the same way as with the legislation, organizational methods are very varied: in some cases, provision is made for transfers of some powers and activities to local authorities either by "the assignment of tasks" to provinces or by delegation to the latter or to other local authorities.

There are consequently two organizational models. One is a centralized model where all the areas of action laid down by the regions are administered centrally for the region as a whole. The potential of this model for efficiency is obviously dependent on technical resources and the quality of the workers available.

The other model is decentralized, with facilities spread throughout the region, and is therefore closer to local situations and in more direct contact with users and their needs. It takes the form of a regional unit (whose name varies: Guidance Office, Guidance and Continuing Education Service, Information and Guidance Unit, etc.) which plans, designs and coordinates local facilities (usually information counters, CITEs in Lombardy, guidance centres, etc.) which in turn implement the planning guidelines formulated at "central" level. Local units may take the form of actual centres set up by regions or by local authorities, and may be geographically distributed on a provincial or sub-provincial scale.

At the outset most regions had in practice to give priority to other areas: for instance, the reorganization of the vocational training system. They started to take steps to deal with the problem of guidance in greater depth only at a later stage when faced with



worsening unemployment throughout all levels of society, and the launch and development of guidance and information initiatives by other agencies. The latter included especially the kinds of initiative promoted directly by local authorities and associations in the private social sector described in the previous section.

The regions have established an Inter-Regional Technical Coordination Team which acts through a secretariat and has precisely defined what is meant by a regional guidance system, emphasizing research and training tasks alongside guidance and information tasks. In the meantime, the regions have also looked at the most urgent problems in the area of guidance in Italy, and have brought these to the attention of the relevant political and social bodies:

- the need for an outline law to regulate this sector at national level;
- the undesirability of postponing the establishment of a genuine network of structures and therefore initiatives throughout Italy;
- the creation of a system of documentation and information on issues relating to school/work transition and guidance, possibly computerized, i.e. a national information processing centre linked to local centres gathering information on the local situation so as to create a central-local network for the dissemination of information on Italy as a whole and to support the activities of the various people involved in guidance;
- the training of workers.

Two important events, of differing legislative impact, have played a part in shaping the structure of guidance at local level:

- The introduction in February 1987 of Law 56, "Regulations on the organization of the labour market", through which an attempt has been made to implement an active policy of employment and mobility. This objective has not for the most part been achieved, since the law deals exclusively with the operating methods of institutions, and does not set out a consistent set of actions and procedures able to underpin a new system for recruitment and mobility. A very important development for guidance was, however, laid down in the law's enacting decrees: the assignment of information and guidance tasks to Local Employment Offices (see preceding section). The first steps towards putting this decision into practice were taken in 1988 with the training of a group of officials to be seconded to these offices to experiment with these new tasks. These offices will now be selected, paying particular attention to geographical distribution, and giving priority to Southern Italy.

- The signature, in April 1989, of the "Protocol of Agreement" between the Ministry of Labour, the Regions, ANCI, UPI and UNCEM, which for the first time explicitly addressed the problem of establishing an integrated network of guidance services to be set up with the help of all the signatories, with cooperation by the Ministry of Education and technical back-up by ISFOL.

Overall, the Italian situation as regards the structure of guidance services at local level does not appear to be defective when seen solely in the light of the terms of current laws or of other types of agreement. In practice, however, there is a substantial gap between



theory (primary and secondary legislation) and practice (services actually in operation). In the first place, geographical distribution is not at all comparable, since the Centre and North have an adequate and representative provision of all the structures discussed, while the South is lacking both in absolute terms and in relation to the types of service on offer. The situation in the South is worsened by the lower level of public and private integration, which may be due to the fact that the social fabric, overall, is less able to put its intentions into practice through the dynamics of civil society. Secondly, it is impossible to evaluate the efficiency and efficacy of the service provided, as the few data available are not comparable and are not continuous. The quality of the services provided also raises problems, since these services are hampered by a number of factors directly linked to the general problems which have remained unresolved as a result of the failure to pass an outline law: training of workers, documentation for school/work transition and a "common" guidance culture.

At national level, therefore, the situation has many shortcomings despite the fact that attempts have been made in recent years to effect some rationalization.

While the number of authorities involved in the problems of guidance has increased - the "historical" involvement of the Ministries of Education and Labour has been supplemented by the Ministries of Scientific Research and Universities, Social Affairs and the Interior, and the Department of Immigration - the lack of guidelines and coordination, which cannot be entirely attributed to the lack of an outline law, have not only handicapped local activities, as mentioned above, but have in fact prevented the establishment of a

national system. The various authorities involved act strictly within their own institutional powers, implementing guidance policies or policies having an impact on guidance (i.e. for labour, training inside and outside schools, reception facilities, etc.) with no overall plan and with no attempt to harmonize the measures proposed.

One positive factor which is a cause for some optimism is the Decree of the Minister of Labour of 28 March 1991. With the agreement of the other signatories of the 1989 Protocol of Agreement, this Decree establishes a Commission for the operational coordination of guidance activities involving all the above-mentioned agencies and extending membership to both sides of industry and associations in the private social sector as well as trade union and employers' associations which had all signed a "Guidance Charter".

This is of major importance given that it does not just establish a formal arena for cooperation, but lays down operating methods and takes account of EEC policies on guidance.

The general objectives set out in the Decree are as follows:

- to harmonize national and regional sectoral legislation;
- to formulate common aims and objectives for the work of the various agencies involved;
- to integrate further the various initiatives to establish a network of services.

In relation to these objectives, the tasks of the Commission are to:

- formulate planning guidelines for joint work;
- formulate national projects aimed at implementing the Protocol of Agreement;



- evaluate, monitor and supervise the implementation of these national projects;
- compare experience and projects on a continuous basis.

In order to back up the operation of the Commission, an Executive Committee has also been established. It carries out consultative, supervisory and executive tasks regarding the implementation of the programmes adopted. In particular, it will be responsible for proposing and organizing studies, research and projects aimed at:

- standardising procedures for the collection, processing and updating of information;
- supplying the national network of services with appropriate materials formulated at national level;
- identifying quality standards for services;
- proposing occupational profiles and associated training curricula as well as methods for the training and refresher training of workers employed in these services.

The Commission may therefore play an important role in passing on information, proposing schemes and disseminating a guidance culture.

This seems to be paving the way towards a public guidance system which is administered in a decentralized way but coordinated nationally, and which is highly integrated and yet complements private facilities.

Funding is very difficult to pinpoint for the reasons discussed above. Public accounts are structured in a very complex way and expenditure is contained under different headings: workers are shown together with other workers in the system, initiatives are shown

separately, and research and documentation are also shown separately.

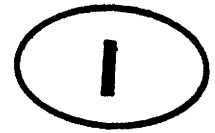
The 1987 survey gave an estimate of some LIT 20 billion, but this is undoubtedly neither realistic nor exhaustive bearing in mind that many activities take place on the basis of public-private conventions making it difficult to analyse the various expenditure flows.

It is just as difficult to estimate the service-user ratio in terms both of efficiency and of efficacy: there is no evaluation system but merely very incomplete and fragmentary studies.

It hardly needs to be pointed out again that there is a substantial gap between legislation and its implementation. There are also major differences of geographical distribution.

The North, or rather the Centre and North, provides an adequate level of services, has good public and private integration, and has good enough planning and design skills on the part of local authorities to ensure contact with users. A wide range of interesting experiments and schemes are taking place in schools, and examples of integration among institutions are not lacking.

In the Southern Regions, however, the situation is still very backward. There are fewer associations in the private social sector and public services have often not been set in motion. Campania offers a representative example: while the Law on guidance provides for the establishment of 63 centres, only ten or so have been set up, and these lack facilities and materials and have problems with staff. Schools, however, seem more vital and have stepped up experiments and activities, showing that some "culture" has managed to make its way



from the centre to local areas.

Other relevant occupations

These occupational profiles are linked to others both within guidance services and outside them.

In the first place, there are officials responsible at central level for policy-making and coordination of activities. They have not been included in this study since they are not generally in direct contact with users, although contact with users may account for a proportion of their working hours.

There are also people employed in research institutions, largely socio-economic researchers, active in the fields of education, integration into work and so on.

Other people are employed in structures which have links with guidance: employment agencies, with the exception of those which have direct responsibility for guidance (as in the case of the Trento centre, which acts as a multifunctional guidance centre); labour market monitoring units; and vocational training centres which are not directly involved in this field.

While the quality of the service provided also needs to be looked at in depth, reference should be made to the chapter on training which highlights this problem.

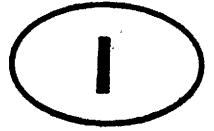
CHAPTER III**TASKS****1. Introduction**

It is again necessary to stress the particular nature of the Italian situation to explain why there are no specific occupational profiles for guidance.

The stormy and controversial movement away from a conception of guidance based on a largely psycho-attitudinal approach, which characterized the history and method of operation of the Guidance Centres of the 1960s, brought with it the rejection of any guidance professional/specialist profile because this would have been too readily identifiable with an outlook and with working methods from which people were attempting to distance themselves.

In the debate which arose during the 1970s, leaving aside some propositions which supported the old model and were therefore completely impracticable and unacceptable, most people were in agreement in saying "no" to guidance workers.

Guidance, it was felt, did not need specialist provision but should take place naturally in schools and be provided by those people responsible for providing education, i.e. teachers. The most important problem tackled during this period was that of providing



these practitioners with adequate input and satisfactory resources. Lower secondary school reform, which has been discussed above, dates back to this period.

At the beginning of the 1980s, it was also felt that as guidance was a complex activity, it should be carried out by a range of related professionals ranging from librarians to economists, psychologists and trainers.

In the mid-1980s, faced with the complex changes taking place, technological innovation, new occupations and skills and labour market trends, guidance started to be seen in a broader light and the role of information started to become important.

The problem of information, and in particular the relationship between informatics and guidance as regards the management of databanks, as well as its potential as a resource which could be used as a starting point for choices, made the need for further thinking about occupational profiles more evident and urgent. During this period the facilities and local offices described soared in number.

A compromise has again been involved: a very wide range of people (from guidance centre workers to trade union workers in information centres for the unemployed) administer guidance at present and possess different types of skill on to which guidance skills, or, more generally, skills in helping people to make the transition to working life, are sometimes grafted. These represent parts of an occupational profile which may play a part in guidance but they do not cover the process as a whole.

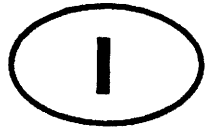
A further example which has helped to highlight the problem is linked to the creation of the short guidance modules set out in the EEC Pilot Project. Choosing to assign these to teachers in vocational training has raised a whole series of problems ranging from the refusal of other teachers to cooperate, to the undervaluing of the significance of guidance schemes and to the lack of suitable training.

Experience consequently shows that resistance to tackling the need for a specific occupational profile for guidance may lead to solutions which are not satisfactory from the point of view of operational practice.

It is worth identifying, as far as this is possible, the profiles of all those who are actually engaged in guidance.

These include: teachers in lower secondary schools and also in higher secondary education responsible for experiments with alternance between school and work; teachers in vocational training who account, together with people with general civil service profiles, for almost all the workers employed by regional structures or local authorities - guidance centres, information counters, Informagiovani, CILOs; and the people employed in voluntary centres with social aims, who have a wide range of profiles with very high to average qualification levels.

The first type of occupational profile is possessed by people who carry out guidance activities in keeping with the priority aims of their organization, the second type by people who have come into guidance from other activities.



It also needs to be pointed out that the decision to use these profiles, whether or not based on appropriate choices, may have been "culturally" motivated but in the majority of cases has merely satisfied the dynamics of redeploying workers.

2. Overview

In order to meet the objectives of this study, bearing in mind what has been said above, we have decided to analyse three occupational profiles which seem to us to be the most characteristic and descriptive and are to be found in local centres: the profile which will be called "guidance counsellor" from here on, but which, as we have seen, is a job carried out by a very wide range of people in guidance centres; the profile which we shall call "information counter clerk"; and the profile of the "psychologist" employed in guidance services, although this profile covers a very small proportion of workers in this field.

It should be borne in mind that these definitions, with the exception of the psychologist, are no more than a way of providing a title for the profiles to which they relate and are not to be found in contractual listings.

All the data provided in respect of tasks and profiles have obviously been collected empirically or obtained from case studies, given - as we have repeatedly stressed - the complete lack of regulation of these activities.

TASKS

Occupational profiles	Information management				Work with individuals				Work with groups				Placement			Follow-up	Networking			Managing	
	A	B	C	D	E	F	G	H	J	K	L	M	N	O	P		Q	R	S	T	
1. GUIDANCE COUNSELLOR	II	II	II	II	I	I	I	I	I	I				I		I		I	II		
2. INFORMATION COUNTER CLERK	II	II	II	II		II												I	I		
3. PSYCHOLOGIST	I	I	I	I	II	I	II	I	II	I				I				I	I		

Area of work

Tasks

Information management:

- A. Education and training
- B. Careers and employment
- C. Labour market

Work with individuals:

- D. Support services
- E. Assessment
- F. Provision of information
- G. Counselling

Work with groups:

- H. Teaching (careers education)
- J. Group counselling
- K. Helping groups to help themselves
- L. Links with work-providers

Placement:

- M. Preparation (on self-presentation)
- N. "Integration" of individuals (work, school, training)
- O. Follow-up

Follow-up:

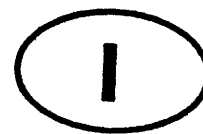
- P. Back-up for informal guidance services

Networking:

- Q. Sponsorship
- R. Feedback for work-providers

Managing:

- S. In-house management
- T. External relations



A. Guidance Counsellors

Guidance counsellors' tasks cover a very wide and differentiated area, particularly as they may vary depending on the particular aims of the structure.

In the area of information management, counsellors locate, organize and provide users with information on educational and training routes, types of route with the subjects studied, geographical location of facilities, experiments being conducted by various institutions, entry requirements for these routes and study titles.

These tasks are also carried out in relation to the problems of occupations, skills and the job opportunities which they provide, i.e. the relationship between job skills and occupations, their trends and developments in the labour market and the relationship between occupations/job skills and the study routes on offer.

In relation to the labour market, as well as providing general background information, they offer information on the relationship between the national and local market, possible developments, the particular characteristics of the local area, job opportunities and job-finding methods, specific regulations covering recruitment and any other particular features (for categories of users, for underdeveloped areas, etc.).

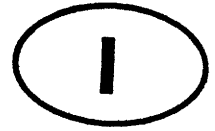
They consequently undertake all the tasks envisaged (see 1A-1B-1C-1D in the table on page 32) with the addition of tasks involving the location and organization of information, bearing in mind that it has already been pointed out that Italy has no structures producing

specific documentation for guidance purposes. Responsibility for disseminating the information collected is a further task. All regions, and some local authorities, publish "guides" and pamphlets, arrange for columns in the press, and produce audiovisual materials in the fields described, involving guidance counsellors in their production.

Guidance counsellors are also responsible for **direct work with individuals**. This involves passing on information, evaluating needs and offering specific counselling. It should be noted that these activities may vary in importance (see 1E-1F-1G) if a person with a specific psychologist profile is part of the Centre's team. If this is not the case, counsellors are directly responsible for all individual support activities for individuals.

As regards **groups**, counsellors carry out tasks which might be called teaching and counselling. These chiefly involve the organization of meetings, seminars and debates in various contexts (mainly school and vocational training) during which specific problems or issues are tackled. In other cases they organize events and learning games intended to motivate young people and make them more aware.

Counsellors' tasks also include helping to **place individuals or specific groups** into school/training or work. As this particular task does not come within the provisions linking the various institutions, it is carried out on the basis of links which are almost always informal between the various people involved. Such links often stem from specific and innovative job creation projects, targeted training schemes and the conduct of particular experiments in schools.



Counsellors also have follow-up tasks but these exist more in theory than in practice.

Many of the tasks which counsellors carry out are aimed at informing parents and teachers and making them more aware (see 1P). Meetings, seminars and lectures are organized for parents. There is a wider range of activities for teachers, with training meetings and the provision of specific materials.

Tasks related to **management** are of particular importance (1S-1T) and need to be looked at in further detail in the Italian context.

Counsellors are responsible for all aspects of the in-house management of centres: the organization of the centre, links with central offices, planning of activities, and proposing activities to central authorities.

In the area of external relations, counsellors have a particularly broad range of tasks. They are responsible in the first place for promoting the centre to all institutional and non-institutional organizations. They also have to forge links with all the other public and private information and guidance facilities in the area.

They also provide technical assistance with the design of specific or experimental ventures by other facilities. They consequently have fairly extensive external relations, which may involve the provision of specialist help.

B. Information Counter Clerks

Information counter clerks, who work in structures with a specific and definite activity, have tasks chiefly in the areas of information management, work with individuals, and management.

They are responsible for locating, organizing and processing information on educational and training routes, job opportunities, occupations and job skills and the regulations which govern or facilitate entry into the labour market. This information is the same as the information provided by Guidance Counsellors.

These workers are also responsible for all tasks relating to the in-house management of the centre: planning, organization of services, and evaluation.

Their tasks may differ and become more wide-ranging, depending on the type of counter structure in which they are employed.

The tasks of workers in public-sector counter structures are largely those described above. For all tasks over and above initial contact with the user (see 2F), they refer users to Guidance Centres, thereby creating a link with these facilities.

Workers in private counter structures (see Chapter II on the Services) carry out a very wide and complex range of tasks. In the first place, they carry out the tasks of both guidance counsellors and counter clerks. In addition to providing information, they also organize individual and group interviews to help people to make choices. Further specific tasks include:



- assistance and legal protection: offering advice to and helping young people forced to initiate legal action against employers;
- training: organizing courses to prepare for competitive examinations or selection tests;
- matching supply and demand: helping young people and adults to find jobs by bringing them into contact with firms.

These aspects have not been shown in the summary table: the table would otherwise have been impossible to read, showing the same breakdown of tasks for both profiles. Accordingly, the structural model of the public service was used as the point of reference for the compilation of the table.

C. Psychologists

The guidance tasks performed by psychologists have to be described in relation to the context in which they work.

Some introductory remarks need to be made. As we have already mentioned, this profile is not always to be found in the public service. Some regions have psychologists; others do not. There is no direct provision in schools, but psychologists may be called in for specific situations on the basis of the opportunities available to schools to launch convention-regulated activities or specific projects with external public and/or private agencies. We have chosen to describe the profile of the psychologist as it has more points of contact with similar profiles in other countries than other profiles to be found in Italy.

In schools, the psychologists' tasks are to support teachers in all

those activities linked to the formation of pupils' personalities: they prepare tools for analysing interests, abilities and skills, and manage symposia, as well as organizing meetings to increase parents' awareness and meetings to train teachers and increase their awareness.

In regional centres, they carry out all the tasks described for counsellors and are in effect considered to be counsellors.

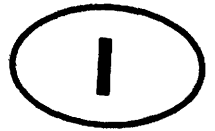
Their contribution is obviously linked to a greater extent to their professional specialization: management of individual interviews, preparation and use of assessment tools such as personality tests, etc., and helping people to make choices.

D. Notes on the analysis of tasks

The tasks described are for the most part those mentioned in our interviews. They have been standardized and brought in line with the instructions for the compilation of this report.

Bearing in mind, however, the very unstructured nature of the Italian system, the tasks described have been analysed from the viewpoint of situations of excellence, rather than the norm. It should also be borne in mind that guidance services are not at all comparable, as has been stressed above. Thus in some cases guidance centres are multifunctional, i.e. acting as information counters as well (for instance in Emilia Romagna), while in other cases there may be guidance centres but no information counters, or vice versa.

These profiles and tasks vary and are structured in different ways to



ensure the operation of the centres.

The use of informatics for guidance purposes is not at all widespread. A distinction needs to be made in this case between databanks for information and computer-aided guidance systems.

Many regions are developing databanks for the management of information for guidance purposes, and some have already achieved initial levels of definition which are interesting but partial as regards the data which they contain. This is true of Emilia Romagna, Tuscany and Piedmont. Regions have not always been the direct promoters of these schemes, which have more often been promoted by local authorities. Italy is still in the Middle Ages in this respect. There is nothing at national level.

Italy does, however, have a single example of a computer-aided guidance system. This is the MITO system, a development from CHOICES, which has been produced by a private association, the Scuola di Psicosociologia dell'Organizzazione (SPO - School of Organizational Psychosociology). It is at present used by some fifteen or so centres. What is certain is that informatics has not up to now had much impact on the tasks and skills of most workers in the guidance field.

3. Detailed profiles

We shall now provide detailed profiles for the occupations described above. As mentioned above, the occupations which we have called "guidance counsellor" and psychologist differ in practice only because more weight is given to certain tasks. We shall consequently

integrate these into a single profile.

A. Guidance counsellor and psychologist

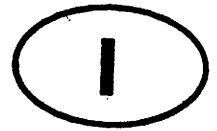
Definition

The main feature of the guidance counsellor (this term will be used for the sake of simplicity) profile is that tasks do not simply involve passing on information, but also involve the ability to address users' needs, uncertainties and indecision. Help is also provided, for example, in analysing motivations and interests.

Counsellors are involved in crisis situations or situations involving some degree of uncertainty, where people have problems designing their futures. Such problems cannot be solved simply by providing practical information: needs and expectations need to be pinpointed by giving centre stage to the user's needs in order to highlight, read and interpret these needs and discuss them, linking training and job choices to the client's own personality and system of values.

This approach is used for all types of help in making choices: training, jobs, career planning, re-integration into work, etc.

A further skill needed by counsellors is a knowledge of the socio-economic situation: they have detailed knowledge which they use not only to provide the information needed but also to play an active role by forging links with other public structures. In particular, they work with schools and vocational training centres to design school-and-work alternance schemes; they provide technical support for young people's entrepreneurial ventures; and in many cases they



play an active part in launching cultural ventures.

Occupational skills

Counsellors have skills in three main areas (see the tasks described above):

- a. links with intermediate and end users, considering teachers and other institutions as intermediate users and individuals or groups as end users;
- b. management of documentation, i.e. the location, production, organization, processing and supply of information on the basis of objectives and methods in keeping with the different user groups;
- c. designing specific schemes to supplement the training of people with no or few qualifications or people needing specialist training and to help people to find work; the aim of these schemes is to retrain people so that they can find work or, at least, to bring them up to a level where they are able to look for work.

These schemes vary considerably. In some cases they take the form of courses remotivating people for work, i.e. general vocational training not linked to specific skills. In other cases they take the form of courses in those skills most needed by the local production fabric. They consequently involve skills in the areas of communication, group work, study and research, and analysis of needs: guidance, training, support and social integration, drafting written

reports and documents, and assessing users' aptitudes and abilities.

Competences

Counsellors' competences come from different areas of knowledge and are shaped and supported by particular reference disciplines:

- guidance: resources and methods in relation to the organization of the service, the people working in the field, the regulations which govern it and the systems of other countries (generally a vague notion);
- school and vocational training system: structure, organization and types within the system in Italy and in other countries (generally a vague notion);
- labour market: development, dynamics, trends, regulations, policy on young people, job creation, enterprise culture and self-employment;
- teaching methods: in relation to the planning and design of activities;
- psychosocial aspects: emotions and relationships, communication, dynamics of choices and decision-making processes, measurement tests and resources (psychologists in particular), research methods;
- technologies and organizations: organizational models, new professions, business organization;



- informatics: in relation to the management of applications software and of simple databanks.

B. Information counter clerks

Definition

While counter clerks may be considered as workers at a basic level, this does not mean that they are not skilled but rather that their tasks are more defined and less multifunctional.

Counter clerks are the first to come into contact with users and therefore have to set in motion the communication process. Their role is most appropriately summarized by the term "contact".

They have, however, a further important function, that of interfacing with other services: guidance, training, monitoring units and employment agencies, albeit in an instrumental way.

Since counter clerks are in direct contact with end users, they need to possess qualitative and to some extent quantitative information on local training and employment needs.

Occupational skills

Counter clerks' occupational skills are all linked to the specific information function which they carry out.

Their skills include:

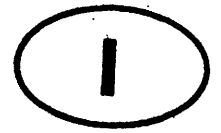
- locating information;
- organizing information under the typical headings involved in guidance: training routes, entry into the labour market, occupations/skills, specific regulations, etc.;
- storing it using scientific methods comparable to those used by other agencies, particularly agencies active in this field;
- drafting information material and publications using methods in keeping with specific user groups and/or individuals;
- high-level communication skills and the ability to make contact with people.

Competences

Counter clerks' competences are largely connected with the areas of communication, information processing, guidance and the labour market.

In further detail:

- guidance: structure and regulation of the Italian service (some notion of other systems), relationship between guidance and information;
- labour market: dynamics, trends and evolution at national and local level, job creation (regulations and initiatives), new occupations/skills, regulations on job recruitment, structure



of work placement services;

- information: locating information at national and EEC level in all the fields involved, training and career routes, processing, methods for storage, cataloguing and dissemination;
- production of information materials: pamphlets, publications, etc.;
- communication: dynamics of interpersonal relationships and communication as a process.

CHAPTER IV

TRAINING AND QUALIFICATIONS

1. Overview

As we have already pointed out, "guidance workers are improvised"² and widespread use is made of redeployed staff: surplus teachers employed by the State, cultural officers of Communes, and vocational trainers who are "moving on". There is a risk that guidance will become a way of dealing with potential service sector unemployment.

This means that the qualifications and training levels of workers are extremely varied and disparate.

The most widespread contractual qualifications are those of vocational training workers, predominantly teachers and to a smaller extent psychologists, experts (generally economists) and guidance advisers (who will be described below).

These workers have study titles from the whole range of upper secondary diplomas and degrees in all kinds of subjects.

² Quoted from the document produced by the services of an Italian Region and published in "Rapporto ISFOL Ministero della Pubblica Istruzione Ministero del Lavoro sulle attività di Orientamento in Italia. Indagine 1986-1987" (ISFOL, Ministry of Education, Ministry of Labour report on guidance in Italy. 1986-1987 survey), ISFOL, Maggioli Editore, Rimini, 1988, p. 218.

TYPES OF TRAINING

OCCUPATIONAL PROFILES	MINIMUM EDUCATIONAL/ PROFESSIONAL QUALIFICATIONS	INITIAL GUIDANCE TRAINING	IN-SERVICE GUIDANCE TRAINING
1. GUIDANCE COUNSELLOR	Upper secondary school certificate Degree in literary or scientific subject	-	FT and PT courses ranging from 3 weeks to one year (*)
2. INFORMATION COUNTER CLERK	Upper secondary school certificate Degree in literary or scientific subject	-	FT and PT courses ranging from 3 weeks to one year (*)
3. PSYCHOLOGIST	Degree in psychology (4 years: 5 from 1987)	Postgraduate diploma in guidance (title not recognized)	FT and PT courses ranging from 3 weeks to one year (*)

(*) Attendance of these courses should be considered compulsory.



Just as there are no occupational profiles, there are no special training routes for guidance personnel.

This is the official view. The overall picture needs, however, to be examined.

At university level: the degree course in psychology was reformed in the 1986-87 academic year.

It was increased to five years, with a two-year introductory course and a three-year specialist course. One of the options introduced into the three-year course was the "psychology of labour and organizations" which includes guidance.

The curriculum for this three-year course compulsorily includes: social psychology, psychology of attitudes and opinions, psychology of work, psychology of organizations, psychology of guidance and vocational training, sociology of work, psycho-social research methods, and interview and questionnaire methods. These are supplemented by a number of options.

At regional level: Regions have also invested in guidance training in an attempt to make structures operate effectively and to improve the quality of the service provided.

Public and private agencies/structures have been charged with managing these courses under agreements.

In some cases consortia have been established with universities, research institutions and training agencies.

The following criteria have in some cases been used to work out the types, structure and length of courses:

- formulation of a theoretical occupational profile able to manage the service to be provided;
- analysis of course participants, defined and identified on the basis of the policy decisions taken, and their training levels;
- whether initial training is needed or on-going training or refresher training.

Courses have therefore been both full-time and part-time.

Course length has varied from three weeks to two years. A few courses, which have to be seen as rare exceptions, have lasted more than two years.

Attendance of these courses may be considered to be compulsory, although not formally so in most cases. In cases of vocational retraining, i.e. vocational training teachers who have become guidance counsellors, the teachers themselves chose whether to attend the guidance option, the compulsory nature then being restricted to following a training route to keep their jobs. In other cases of in-service training, the choice was semi-compulsory since it was linked to career advancement.

The teaching methods chosen are always of an active type: classroom lessons alternating with group work, work experience periods, apprenticeships, secondment to services already in operation, remedial training.

The fact that there are no rules shaping the design and management of

courses has not helped to spread a "comparable guidance culture" at local level.

At private level: Italy has two specific training courses for guidance practitioners. These are courses which are not recognized by the public authorities, whose title has not been legally validated and which cannot be used for recruitment in the labour market.

They are both run by private universities with Catholic affiliations: the Pontificio Ateneo Salesiano in Rome and the Catholic University of the Sacred Heart in Milan.

- The Pontificio Ateneo Salesiano organizes a "two-year specialization course for guidance practitioners" which is open chiefly to psychology graduates, although graduates from other humanities subjects may be accepted.
- The Catholic University has a "school for guidance advisers". Admission is by passing an entry examination and the courses offered are of two different types: one for people with upper secondary school certificates, and the other for graduates in educational psychology. The courses last two years. Those workers calling themselves Guidance Advisers are graduates of this school, although, as mentioned above, the title is not officially recognized.

2. Two examples of training provision

Two training routes are described below by way of example. It must again be borne in mind that nothing relating to the training of



guidance workers is regulated in any way in Italy. A survey of the training activities organized by the regions pinpointed some fifty or so different training programmes, bearing in mind that each scheme is designed from scratch without taking any account whatsoever of past or other people's experience. It is not therefore possible to pinpoint a standard example of training, just as it is not possible to say whether all guidance counsellors have followed a training course. The same is true of counter workers and psychologists, although the university backgrounds of the latter seem to have provided them with comparable basic training if nothing else.

The first is a route of the type most commonly followed for the training of regional workers. The second is the route used by the Pontificio Ateneo Salesiano.

A. Training programme for regional guidance workers

Module I: school and vocational guidance

Topics: guidance services and the organization of the vocational training system; guidance workers and their skills - team work, management skills and documentation; training and information within the guidance service - approaches and techniques; experimentation, planning and guidance.

Module II: sociology of mass communications and audiovisual techniques

Topics: geographical distribution of communications networks - historical development and current situation; shaping public

opinion - daily press and broadcast information; explanation of social dynamics - daily and periodical press, fiction and broadcast entertainment, comic-strips and the cinema; consumer education and lifestyles; printed and broadcast advertising.

Module III: social research (methods and resources) and statistical aspects

Topics: the language of social research and the logic of sociological interpretation; designing research; data collection; data analysis.

Module IV: psychology within guidance

Topics: interaction and social contacts; the dynamics of the family as a factor in guidance; adolescence and the search for an identity; the dynamics of choices and decisions; work choices; attitudes and how to discover them; the guidance interview; the personality; survey resources; mental skills - survey techniques; follow-up as part of guidance.

Module V: economic geography and local surveys

Topics: categories of socio-economic and geographical analysis; sectoral location of production activities and regional accounts - domestic product, available income, resources and uses; the problem of different levels of development - from a global to an EEC and national level, the problem of Southern Italy; regional distribution of production activities - effects on the structure of the labour market; detailed analysis of the development of labour demand and the qualitative and quantitative characteristics of labour supply;



policies to offer incentives and create work.

Module VI: economic and labour sociology

Topics: the relationship between economy and society and the role of the State; the structure of society and the welfare system; current issues and new research directions; changes to labour and the production structure; the evolution of the socio-occupational structure; characteristics of the labour market.

Module VII: occupational systems and new technologies

Topics: analysis model for occupational skills; transverse technologies for new working methods - computing and microelectronics; analysis of new manual worker skills; analysis of new technical and employee skills.

Module VIII: educational psychology

Topics: observation models, macro-micro educational planning and evaluation; the levels of educational psychology and sociology - the pupil and the class, the school, the social context; an integrated approach to educational psychology and sociology.

Module IX: scientific and administrative computer applications for guidance

Topics: computers for local analysis and socio-economic research; computers for educational experiments and the promotion of information; computers for counselling and psychometry; computers for

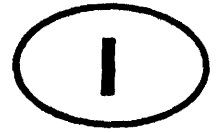
organization and administration.

B. Pontificio Ateneo Salesiano: two-year specialization course for guidance workers

The course has eighteen modules with classroom teaching and exercises. Attendance of the course does not have to be continuous and students may work out their own attendance patterns. An examination is held at the end of each module and the course is considered to have been completed when all the final examinations have been taken. The training credit principle is used, i.e. all examinations or periods of training count towards the final result with each piece of the mosaic being fitted into place until the complete picture emerges. Provision is made for visits and work experience periods.

These modules are:

- descriptive statistics;
- formulation and requirements of psychodiagnostic techniques;
- structured psychodiagnostic techniques;
- interview techniques;
- educational aspects of guidance;
- planning of guidance teaching methods;
- organization and management of class counselling;
- legislation and school organization;
- vocational training problems;
- sociological description of today's young people;
- theories of occupational choices;
- labour law;
- aspects of economics;



- labour market;
- labour psychology;
- role and skills of guidance workers;
- families as a factor in guidance;
- differential guidance.

CHAPTER V**TRENDS**

It is clearly evident from the above report that economic and social changes have led to recent changes in the guidance situation in Italy.

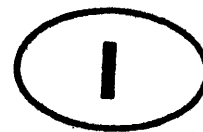
The general situation still contains serious imbalances, however, which have repercussions in all areas.

While school numbers have increased massively and over 80% of young people stay on at school after the compulsory period of education, the employment situation, both generally and as regards young people, shows significant imbalances between North and South. There is almost full employment in the North, while youth unemployment in the South has reached 22%.

Increased immigration from third-world countries and from Eastern Europe in 1990-1991, has created a problematic situation.

Numbers in the disadvantaged sectors of the labour market have increased: long-term unemployed adults, women, drop-outs, etc.

All of these have served to highlight the historical problems surrounding guidance in the context of all the other areas linked to an active labour policy, training and mobility.



All public and private institutions have consequently had to take greater and more incisive responsibilities and have been made to think about more effective modes of operation.

This renewed interest has also been backed up by legislation, and therefore funding, in the law on the renewal of vocational training (Law 492/90) which also covers initiatives intended to upgrade the guidance system.

All the regions have put forward interesting projects following the same route: modernization of facilities, training of workers, feasibility studies and experiments with databanks. The comparability of these proposals is not simply the result of chance but of concerted work by those involved in the regions to lay the foundations for the establishment of genuinely integrated local systems.

As we have mentioned in previous chapters, however, policy and operational innovations are emerging from the work of the National Guidance Commission.

The Commission has given priority to three areas:

1. legislative reform, with medium-term and long-term objectives;
2. improving the quality of services, primarily through training based on the occupational profiles which have been defined;
3. reliable and objective knowledge of the system through a survey of the current situation.

Institutions, workers' unions and employers' associations and experts are all represented on the three working parties which have been set

up. The following results have been achieved so far.

1. Legislative reform: as a medium-term objective, a draft regulation has been formulated to support guidance activities, although the enactment of a draft law renewing and redefining the sector as a whole remains a long-term objective. The underlying idea is to establish a system likely to encourage vocational guidance initiatives, whose key points are:

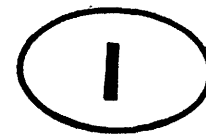
- to provide planning agreements for the promotion and implementation of the various activities;
- to include guidance schemes in training and work schemes;
- to define types of scheme and associated incentives;
- to make it compulsory, where necessary, for those agencies involved to provide guidance information and products.

A draft law is currently being discussed.

2. Occupational profiles: work on occupational profiles began because people were aware that the quality of guidance is closely linked to the quality of workers and that the current lack of comparability of both training and career routes runs counter to efficiency.

A grid has been formulated for definition purposes and is structured as follows:

- determination of the functional areas of guidance work: counselling, training, help in finding jobs;
- identification of the content of each of these areas;
- definition of operating facilities;
- definition of categories and their associated occupational



profiles;

- definition of training routes and the qualifications needed for entry into the profession.

3. Survey of facilities: a fact-finding document has been formulated for the national survey. The aim of the survey is to gather details of the types and features of agencies working in the field, to provide a qualitative and quantitative description of the services supplied and the users reached, to analyse the materials produced and used, to obtain an accurate picture of the number of jobs in the sector and to produce a reliable estimate of the resources allocated and spent.

The work of the Commission has therefore laid the foundations for a radical change, possibly even a re-creation, of the guidance system. Tackling the issue with cooperation from the various institutions involved has been an initial and very important step in this direction.

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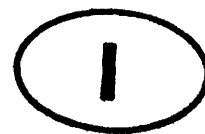
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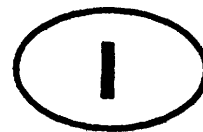
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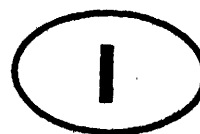
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