

SOCIAL EUROPE

**Educational and vocational
guidance services
for the 14-25 age-group
in the European Community**

SUPPLEMENT 4/87



COMMISSION OF THE EUROPEAN COMMUNITIES

**DIRECTORATE GENERAL FOR EMPLOYMENT,
SOCIAL AFFAIRS AND EDUCATION**

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EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES
FOR THE 14-25 AGE-GROUP
IN THE EUROPEAN COMMUNITY

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The synthesis report of a study carried out on behalf of
the Commission of the European Communities
(Directorate-General for Employment, Social Affairs and Education)

October 1986

EXECUTIVE SUMMARY

This is the latest in a series of reports commissioned by the Commission of the European Communities to examine the state of educational and vocational guidance services in the European Community, and to recommend how the Commission might best support the future development of such services. The report differs from earlier reports in concentrating mainly on the 14-25 age-group and in its special concern for two particular issues: the changing role of professional guidance services, and the linkages between different services.

Section I of the report argues that educational and vocational guidance services have a key role to play in any advanced society, both in fostering efficiency in the allocation and use of human resources, and in fostering social equity in access to educational and vocational opportunities. They have a particularly important function in reconciling these roles with the value attached in democratic societies to the rights of individuals to make free choices about their own lives.

The need for such services is well recognised in all the Member-States. Pressures on the services have however grown in recent years as a result of efforts to contain the growth of public expenditure. At the same time, increased demands have been made on the services as a result of the growth of youth unemployment and the massive changes in the youth labour market. Whereas in the past guidance services have tended to be concentrated on relatively narrow transition points, they are now being expected to encompass a process extending over many years and crossing a wide variety of agencies and institutions. Along with other developments - for instance, the increasing scope for harnessing technological aids in guidance - this is

producing a major need to re-evaluate the structures through which guidance is offered.

Section II examines the structure of the existing guidance services within each Member-State. Key differences between Member-States are evident:

- In the location of guidance services: the extent to which they are based within educational institutions, in separate agencies, and in official labour-market organisations.
- In the focus of the services: the extent to which they are concerned with educational guidance, with vocational guidance, and with personal and social guidance.
- In the range of their guidance activities: the extent to which they are concerned with information, with assessment, with advice, with counselling, with careers education, and with placement.
- In the financing of the services: the extent to which they are funded by central government, by regional or local authorities, or privately.

So far as schools are concerned, the place of guidance depends in part on the nature and rigidity of the structures through which students are separated into different tracks. In many countries, guidance services in schools have traditionally been offered mainly by external agencies. In recent years, however, there has been an increasing trend to emphasise the guidance responsibilities of schools themselves. Specialist guidance roles have grown within schools, and guidance elements have been built into the curriculum. In some cases, these include work experience, mini-enterprises and other active forms of learning. Where external agencies continue to work in schools, their role is now increasingly that of a partner or consultant to the guidance activities within the school itself.

Beyond school, guidance services sometimes exist for particular groups - notably those who go on to tertiary education. But young people who have left full-time education are largely dependent on the adult guidance services offered by, in particular, labour-market organisations. These tend to be limited in scale. A number of initiatives have accordingly been set up

recently to cater for young adults, particularly those at risk of unemployment. These include the establishment of the Missions Locales and other 'reception structures' in France, and the extension in Denmark of the role of teacher-counsellors in schools to follow up young people after they have left school. Other initiatives include the setting-up of short courses designed specifically for guidance purposes, and the establishment of youth information centres. Despite these initiatives, the extent of guidance provision for young people who have left the education system is still recognised in most countries as being inadequate.

Section III looks at the changing role of professional guidance services. There are wide differences in the patterns of training and staff development between the Member-States, partly because of the differences between the professional identity of those occupying guidance roles: in some cases they are defined basically as psychologists, in some as teachers, in some as labour-market administrators, and in some as guidance specialists. Professional organisations of guidance workers can play an important part in offering support for professional development, and particularly in ensuring that the interests of clients are not subordinated unduly to pressures from governments, employers, educational institutions and other sources.

Nonetheless, there seems to be increasing recognition that adhering to a narrow professional model built around the concept of expert neutrality may be an inadequate model for the future. It may need to be supplemented by different forms of professionalism which are less restrictive, more open to working with and through other agencies, and more prepared to attach high priority to the active involvement of clients in the guidance process. Relevant measures might include exploiting the potential of computers and other media, and supporting the help offered by less formal guidance sources.

Section IV examines five sets of linkages:

- Linkages between professional guidance services, designed to avoid the dangers of fragmentation and discontinuity. Such linkages can be at a variety of levels, ranging from modest forms of communication and co-operation through to more sophisticated forms of co-ordination, cross-fertilisation and even integration.
- Linkages within institutions between people with a strong formal guidance role and those with a more informal guidance role. These linkages are particularly important in schools, but are relevant elsewhere too.
- Linkages between guidance services and 'opportunity providers', involving guidance services in brokerage and consultancy roles to influence the opportunities available to young people.
- Linkages between guidance services and informal guidance sources - notably parents.
- Linkages between guidance services and young people, including efforts to make guidance services more attractive and accessible to young people, and to involve them more actively in the guidance process.

Finally, Section V presents the report's conclusions and recommendations.

Three key trends are identified:

- That educational and vocational guidance is increasingly being seen as a continuous process, which should start early in schools, should continue through the now often extended period of transition, and should then be accessible throughout adult and working life.
- That there is a move towards a more open professional model, in which the concept of an expert guidance specialist working with individual clients in what sometimes appears to be a psychological vacuum is supplemented by a more diffuse approach in which a more varied range of interventions is used, and in which more attention is given to working with and through networks of other individuals and agencies.
- That there is a greater emphasis on the individual as an active agent, rather than as a passive recipient, within the guidance process.

In the light of these trends, it is recommended that the Commission should encourage the Member-States to take whatever further steps are needed to ensure:

- (a) That educational and vocational guidance services are available to all young people as and when they need them.
- (b) That schools and other education and training institutions integrate guidance effectively into their curriculum and activities.

- (c) That continuity of guidance is provided to cover the extended period of transition to adult and working life.
- (d) That guidance continues to be accessible throughout adult and working life.
- (e) That in all guidance services, a co-ordinated range of guidance interventions is developed to make the most effective use of resources in meeting the client's needs.
- (f) That effective links are developed between formal and informal guidance providers.
- (g) That young people are involved as actively as possible in the guidance process.
- (h) That initial and in-service training is provided for guidance practitioners to improve the quality of their services and to help them in developing new approaches and techniques.
- (i) That mechanisms are established for co-ordinating and monitoring the provision of guidance services to young people on a continuing basis.

Five specific recommendations are made to the Commission:

1. That every two years, a high-level policy conference should be held to review progress on the attainment of the objectives outlined above, to examine and disseminate information on relevant innovative developments, and to prepare a report on progress which should be submitted to the Commission.
2. That the objectives should be incorporated as guidelines in any further action programmes which the Commission may set up in the fields of education and training and of transition to adult and working life.
3. That visits and exchange schemes should be extended to enable guidance practitioners to learn from developments in other Member-States.
4. That co-operative projects should be encouraged and supported on themes, related to the objectives, which are of interest to two or more Member-States.
5. That encouragement should be given to networks of guidance practitioners, researchers and policy-makers on a Community-wide basis.

The Commission is asked to establish appropriate administrative mechanisms to service and prepare reports for the high-level conference proposed in recommendation 1, to support where appropriate the implementation of the other recommendations, and to ensure that these various developments are carefully co-ordinated and monitored at Community level.

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PREFACE

Along with other international organisations - including the International Labour Office (ILO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) - the Commission of the European Communities has shown considerable concern with the provision of educational and vocational guidance services. The Commission's concern dates back to a Decision of the Council in 1963 which (using Article 128 of the Treaty of Rome as its legal base) set up the Guidelines for a Vocational Training Policy. The third principle included the statement that '... special importance shall be attached ... to a permanent system of information and guidance or vocational advice, for young people and adults, based on the knowledge of individual capabilities ... every person to have recourse to the system provided for at any time before choosing his [sic] occupation, during his vocational training and throughout his working life'.*

In pursuit of this principle, the Commission announced in 1966 its intention to publish a regular report on 'the function of vocational guidance, its progress and experience gained'.** Such reports were published in 1967, 1968, 1969, 1971 and 1975.*** All these reports consisted in the main of separate statements by respective government authorities in each Member-State, presented in a common format but with little attempt at comparative evaluation or synthesis.

* OJ No. 63, 20/4/63.

** OJ No. 154, 24/8/66.

*** Report on Vocational Guidance Activities in the Community. Brussels: Commission of the European Communities, 1975.

Subsequently, two further reports were commissioned from independent experts. The first, by Professor Walter Jaide of Hannover (Germany), covered the period from 1975 to 1980; the second, by Professor Jean Drevillon of the University of Caen (France), covered the period from 1975 to 1983.*

The present report is a further addition to this series. It also recognises the continuing Community interest in educational and vocational guidance reflected, for example, in other reports,** in the Council Resolutions in 1976*** and 1982**** on the transition of young people from school to adult and working life, and in the Council Resolution in 1983***** on vocational training policies.

The subject-matter of the report, however, differs from that of the earlier reports in a number of respects. First, it concentrates on the 14-25 age-group, in recognition of the particular problems posed in recent years by the growth of youth unemployment and by the development of new transition structures in response. The definition of this age-range makes it possible to explore the relationship (or lack of it) between guidance services provided for young people and for adults, but to do so within a reasonably specific frame of reference. Second, while the report attempts to provide an overview of educational and vocational guidance services for this age-group within the Community, it also has special concern with two particular issues: the

* 'Vocational Guidance in the European Community'. Social Europe, Supplement, 1985.

** E.g. I.R. McMullen: Guidance and Orientation in Secondary Schools. Education Series No. 2. Brussels: Commission of the European Communities, 1977.

*** OJ No. C308, 30/12/76.

**** OJ No. C193, 28/7/82.

***** OJ No. C193/2, 20/7/83.

changing role of professional guidance services, and the linkages between different guidance services. Finally, the report does not attempt to describe developments within a defined period. Instead, it presents a snapshot of the services as they existed in mid-1986, placing this in a broader historical context where appropriate.

The report has been prepared by a small team comprising Colette Dartois (France), Peter Plant (Denmark) and myself. Each of us has been responsible for carrying out a country study on our own country and for commissioning further country studies from independent national correspondents within each of the other Member-States, as follows:

Colette Dartois (France) - Belgium, Italy, Luxembourg.
Peter Plant (Denmark) - Germany, Netherlands.
Tony Watts (United Kingdom) - Greece, Ireland.

Each country was visited by the appropriate member of the central team, who worked with the national correspondent on refining and completing their country study. The country studies are being published separately, in three volumes: they are drawn upon heavily in the ensuing text, and are listed in Appendix A. In addition, it is hoped to prepare similar studies on Portugal and Spain, which joined the Community after the commencement of the present project, and to accompany this with a commentary which will relate the studies on Portugal and Spain to the main findings of the current report.

I would like to express my thanks to Colette Dartois and to Peter Plant, for being such diligent and stimulating colleagues; to Margaret Brusasco-Mackenzie, for the skilled and enthusiastic way in which she has supported us from the Commission; to the staff of CEDEFOP and IFAPLAN, and to Giorgio Allulli (CENSIS) and Jeremy Harrison, for their helpful advice; to the national correspondents, for sharing their expertise and for preparing the country studies to a tight deadline; and to the many government officials and guidance professionals who have supplied information within each Member-State.

Finally, I wish to thank Sarah Wragg for carrying out the considerable secretarial work associated with the project in such a competent and supportive way.

Tony Watts
Cambridge
October 1986

I. INTRODUCTION

1. The Policy Rationale for Educational and Vocational Guidance Services

Educational and vocational guidance services have a key role to play in any advanced society, particularly ones undergoing rapid economic and social change. They are important:

- to individuals, in enabling them to cope with and derive maximum benefit from the complex range of educational and vocational choices with which they are presented;
- to education and training providers, in increasing the effectiveness of their provision by helping learners to be linked to programmes which meet their needs;
- to employers, in helping them to find employees whose talents and motivation are matched to the employers' requirements;
- to governments, in making maximum economic use of the society's human resources, and relating this to chosen social and political objectives.

Such services can accordingly play a significant role in fostering efficiency in the allocation and use of human resources, and in fostering social equity in access to educational and vocational opportunities. They have a particularly important function in reconciling these roles with the value attached in democratic societies to the rights of individuals to make free choices about their own lives.

The need for such services is well recognised in all of the European Community's Member-States. On the whole, they tend to be most strongly established in the countries of northern Europe, where their origins in many cases go back to the early decades of the current century. But in such countries as Greece and Italy, too, there is now increasing recognition of the need to develop such services further in the face of the rapid process of economic and social change which all European countries are now experiencing.

At the same time, all the Member-States are also wanting to find ways of

containing the growth of public expenditure. This presents a dilemma. Educational and vocational guidance in its traditional form - focused on one-to-one work between a professionally-trained counsellor and a client - is intensive in its use of highly skilled labour and can therefore be expensive if extended widely. Such highly personal and professional interventions are clearly needed in some cases. In others, however, it may be that more cost-effective ways of offering guidance can be devised which involve professional counsellors in working with groups as well as with individuals, and/or in linking their energies to exploiting more fully the help offered by informal guidance sources and by computers and other media. Such strategies clearly have considerable implications for the role of, and for the training offered to, professional guidance workers.

2. The Impact of Youth Unemployment and of New Transition Structures

Youth unemployment. In all the Member-States, additional challenges to guidance services have been posed in recent years by the rise in youth unemployment and by changes in the structure of the youth labour market. The estimated number of unemployed young people aged under 25 in the ten Member-States covered in this report grew from 2½ million to 4¾ million between 1980 and 1985. Although the estimated unemployment rate for the age-group ranged considerably between countries, from 6.5% in Luxembourg to 34.8% in Italy in April 1985 (table 1), it rose considerably during 1980-85 in all the countries.* The effect has been to extend the length of transition from

* Eurostat: Employment and Unemployment, pp.167 and 170. Luxembourg: Office for Official Publications of the European Communities, 1986. The total figures given here are annual averages.

Table 1: Estimated unemployment rates for young people aged under 25 in April 1985*

	<u>Male</u>	<u>Female</u>	<u>Total</u>
	<u>%</u>	<u>%</u>	<u>%</u>
Italy	30.4	40.2	34.8
Belgium	20.8	31.3	25.8
Ireland	28.4	21.9	25.5
France	19.8	27.5	23.5
Greece	16.4	30.6	22.8
United Kingdom	21.4	17.0	19.5
Netherlands	17.2	17.6	17.4
Denmark	11.9	14.7	13.3
Germany	11.2	10.9	11.7
Luxembourg	6.9	6.1	6.5

school to adult and working life, and to make it more problematic, for many young people - especially for early school-leavers.

This has had major implications both for young people and for the guidance services which serve them. Many young people have had to find ways of coping with reduced expectations. Guidance services have had to develop a wider role in which offering support to young people has sometimes been as important as helping them with educational and vocational decision-making. While guidance services cannot in any way solve such structural problems, they can to some extent help to ameliorate their effects.

Transition programmes. Further challenges have been posed by the new transition programmes which many Member-States have developed as a policy response to youth unemployment. While at first some were seen primarily as 'parking places' for young people who would otherwise be unemployed, increasingly the concern has been with improving the quality of the education

* Eurostat: Employment and Unemployment, p.167. Luxembourg: Office for Official Publications of the European Communities, 1986.

and training provided within such programmes so as to increase the quality and flexibility of the work-force.* The result has been the development of new education and training structures designed to be closely related to labour-market disciplines and needs, but to provide a form of vocational preparation for young people which is not too occupationally specific.

The evolution of these new structures has had considerable implications for guidance services. Traditionally, guidance has tended to play a very limited role in vocational education and training, the assumption being - however ill-founded - that students and trainees entering such programmes have thereby confirmed their vocational intentions and require no further assistance. The development of new programmes which lack specified vocational destinations has however produced a need to build in guidance elements which will support students during the programmes and on exit from them. Indeed, the programmes often include opportunities for trainees to test their abilities and inclinations in a variety of skills. Moreover, the attempt in several countries to develop skills which are transferable to a variety of occupations means that the training needs to include guidance components which enable trainees to recognise and explore this transferability.

Thus in Luxembourg, a series of cours d'orientation et d'initiation professionnelles (vocational orientation and training courses) have been set up for young people aged 15-17 which enable students to evaluate their interests and aptitudes through the practical work they undertake in workshops (e.g. metal, wood, bricklaying). Basic skills and knowledge are then developed in two or three trade areas in order to improve the trainees' chances in the labour market. Social and youth workers are responsible for supporting the young people in relation to their social and emotional problems, and for helping them with the process of job search.**

* See 'Youth Training in the European Community'. Social Europe, Supplement 3/86.

** Report on Luxembourg, pp.7-8.

In Ireland, 27-week Skills Foundation Courses have been established for early school-leavers, which include aptitude testing and self-assessment alongside skill samples as a way of helping trainees to identify their strengths and weaknesses before moving on to more specific skills training or to some other destination. In addition, instructors may provide help with guidance and placement.*

In France, an alternance training scheme has been set up for young people aged 16-18 which includes the offer of orientation programmes for those who have not yet decided which career branch to choose. Over a period of 3-6 weeks, these programmes offer young people a personal and career assessment, information about training courses and careers, visits to companies, and even short stays there. Sometimes psychometric and other tests are used as well. The learning methods emphasise group dynamics, and aim to get the young person to take personal charge of the decision-making process.**

The incorporation of guidance elements into these transition programmes poses particular challenges because the programmes often cover a number of different agencies and settings, to some of which guidance concepts are unfamiliar. Moreover, the provision of such guidance has to recognise that the programmes have taken responsibility for large numbers of young people, some of whom may be prone to social and emotional problems, at an important time in their development - a stage when they are particularly responsive to the influence of 'significant others', when the influences of school and (to some extent) parental family may have been removed, and yet when they have not yet established their own family or stable job connections. A common response has been to try to find ways of supporting the guidance role of the 'first-in-line' tutors or supervisors, with specialist guidance agencies being used in a supportive capacity.

* Report on Ireland, pp.10 and 31.

** Report on France, pp.31 and 37-38.

Other support for young people in transition. In addition to playing a role in these new transition programmes, guidance agencies have also had to attend to the needs of those young people who still fall - whether voluntarily or involuntarily - outside such programmes. In some cases, the role of existing guidance agencies has been extended to cover these groups.

In Denmark, for example, the Youth Guidance Act of 1982 requires each municipality to provide educational and vocational guidance to young people for two years after leaving school, or until their 19th birthday, whichever comes first. Unless covered by other guidance agencies (i.e. at educational institutions or elsewhere), the young people must be contacted at least twice a year. In 90% of cases, the staff given these responsibilities are teacher-counsellors in the folkeskole (primary and lower secondary schools), who combine the function with their school functions.*

In other cases, new guidance structures have been established.

In France, new reception structures (structures d'accueil) have been set up for young people who have left school early and have failed to find a job. In some cases, these take the form of reception, information and orientation offices (PAIOs) based on existing structures. In others, they are based in new Missions Locales with their own legal status. These reception structures bring together local social partners, and local and national authorities, and are financed from both national and local sources. They have a dual function which involves them both in advising young people about existing opportunities, and in working with providers to encourage them to design opportunities which correspond to young people's needs. The centres, of which in mid-1986 there were about 1,000 (100 Missions Locales and 900 PAIOs), are staffed partly by secondments from existing guidance agencies and partly by new recruits. In the Missions Locales, the guidance offered covers not only help on educational and vocational matters, but also on social and personal problems.**

In Luxembourg, an experimental project forming part of the European Community's Second Transition Programme has established small teams of 'transition tutors' to provide continuity of support through the period from school to work and adult life - normally from age 14 to 17. The

* Report on Denmark, pp.9 and 31-32.

** Report on France, pp.32-37.

teams consist of social/youth workers or teachers. By exploring the interests, aptitudes and motivations of the individual young person, the project aims to establish a customised course which serves his or her needs.*

In both France and Luxembourg, it is notable that the new guidance services are structured in a way to influence the nature of provision as well as to fit young people into existing provision.

Support for older groups. It is also significant in the case of France that, although the PAIOs are theoretically limited to the 16-18 age-group, the remit of the Missions Locales extends to the age of 25. Certainly there is a general trend in most countries towards delaying the age of entry to the labour market to 18 or 19, and this means that the teenage age-group has been of particular concern. In some Member-States, however, unemployment has increasingly affected young adults aged 20-25, as well as school-leavers. Indeed, this shift is partly due to the expansion of provision of the 15-19 age-group. There are fewer programmes for those in their early 20s. Yet many young people are still unable to find employment at that age. Even those who do so sometimes fail to retain the job for very long: the transition process cannot be regarded as being completed on entry to work. Moreover, the pace of occupational change means that some young adults may soon want to review their progress and to consider new directions. All this begins to raise wider issues about the relationship of guidance provision for young people to the usually much more limited guidance provision for adults (see Section II.4).

3. The Structure of the Report

It is thus evident that, in a variety of ways, recent years have greatly

* Report on Luxembourg, pp.27-28.

increased the demand for guidance and placed new pressures on its provision. Whereas in the past such services tended to be concentrated on relatively narrow transition points, they are now being expected to encompass a process ranging over many years and crossing a wide variety of agencies and institutions. Along with other developments - for instance, the increasing scope for harnessing technological aids to guidance - this is producing a major need to re-evaluate the ways in which guidance is offered, the role of professional guidance workers, the linkages between existing guidance services, and the need for new initiatives.

There are no simple answers to these problems. But the European Community contains within it a rich range of traditions and experience, and a rich network for the exchange of information and ideas. The rest of this report will therefore attempt to explore these issues further in a way which, it is hoped, will enable the different Member-States to learn from each other's experience. Section II will examine the existing guidance structures in the Member-States, drawing comparisons and contrasts where appropriate. Section III will look more specifically at the changing role of professional guidance services, including issues related to their staffing and training. Section IV will explore linkages between services, covering the rationale for such linkages and some of the forms which they take in practice. Finally, Section V will summarise the main trends which can be discerned in current practice, and will present some recommendations to the Commission of the European Communities regarding the policy it should adopt in relation to these trends.

II. GUIDANCE STRUCTURES IN THE MEMBER-STATES

1. The Basic Overall Structures

Key features. Because of their different administrative traditions and structures, the Member-States have very different guidance systems. Detailed descriptions of the systems are provided in the country studies (see Appendix A); tabular outlines are provided in Appendix B. The key features of the systems are as follows:

- | | |
|-----------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <u>Belgium:</u> | <ul style="list-style-type: none">● Psycho-Medico-Social Centres (CPMS/PMSC), often serving a number of schools, offer educational and vocational as well as social and medical assessment and guidance up to the age of 21. No job-placement service is offered, there is a strong if weakening emphasis on tests, and the centres' counsellors participate in class councils making educational-choice recommendations. |
| <u>Denmark:</u> | <ul style="list-style-type: none">● Strong guidance services within educational institutions: teacher-counsellors working with classroom teachers in the <u>folkeskole</u>; part-time educational counsellors in other institutions.● Municipalities have to provide educational and vocational guidance for all young people during the two years after they leave school, or until age 19: co-ordinating teams of different groups of counsellors established to carry out this responsibility.● Public Vocational Guidance Service based in Public Employment Service offers all-age guidance service. |
| <u>France:</u> | <ul style="list-style-type: none">● Mainly education-based services, located in local Centres for Information and Orientation (CIO), with a strong emphasis on education and training decisions (no job-placement services offered), a strong emphasis on tests (though this is weakening a little), and participation in class councils making educational-choice recommendations.● Limited careers guidance service (mainly placement-focused) offered by National Agency for Employment (ANPE) under the labour ministry.● New guidance centres (PAIOs and <u>Missions Locales</u>) for unemployed young people. |

- Germany:
- Educational guidance service in schools and universities based largely on school psychologists and school counsellors (who are also teachers) in secondary education, and student advisors in universities.
 - Vocational guidance can be offered only by the Federal Employment Institute, which also runs vocational information centres in many areas.
- Greece
- Recently, careers education programmes introduced in schools, with careers teachers allocating about one-third of their teaching time to this.
 - Responsibility for vocational guidance allocated by Ministry of Labour to the Manpower Employment Organisation (OAED): limited number of vocational counsellors.
- Ireland:
- Most careers guidance services education-based and located within educational institutions. In schools, system based largely on full-time guidance counsellors, though this is being modified.
 - Limited occupational guidance service offered by National Manpower Service to non-school-based clients.
 - Some guidance elements incorporated into AnCO training programmes.
- Italy:
- Guidance formally regarded as integral element of the curriculum of the scuola media.
 - Guidance centres and youth information services run by some regional authorities.
 - Some guidance services run by private organisations.
- Luxembourg:
- Mainly education-based services similar to the French model, with a strong emphasis on educational decisions and participation in class councils making educational-choice recommendations.
 - Guidance service run by labour-market administration mainly used by those entering apprenticeships, for whom it is notionally mandatory.
- Netherlands:
- Within schools and other educational institutions, careers guidance teachers (dekanen) provide main careers guidance service.
 - Private vocational guidance bureaux have traditionally performed important assessment role, especially at end of primary education; now being reoriented, under new subsidy structure, to wider range of guidance activities for students aged 16 and over.
 - Vocational guidance service also offered by local employment offices run by government manpower agencies.

- United Kingdom:
- Careers education within educational institutions carried out by careers teachers and others.
 - Careers Service, administered by Local Education Authorities but answerable to Department of Employment, offers vocational guidance service for young people attending or leaving educational institutions.
 - Universities and most other higher-education institutions have their own careers advisory services for their students.

Key differences. In reviewing the systems, differences are evident in relation to the main location of guidance services:

- In some cases (e.g. Denmark, Greece, Ireland) they are based mainly within educational institutions.
- In some cases (e.g. Belgium, France, Italy, Luxembourg) they are based mainly in separate agencies which service educational institutions but which also have the capacity (or, at least, the potential capacity) to provide support for those who have left the educational system.
- In some cases (e.g. Germany) they are based mainly within official labour-market organisations.

These examples are not intended to be exclusive: several of the countries listed above also have well-developed guidance services in other locations. Moreover, in some countries the main services clearly cover more than one location: in the Netherlands and the United Kingdom, for example, they are well developed both within educational institutions and in separate agencies. In most countries, the guidance services offered by labour-market organisations tend to be more restricted, though such services are offered on an all-age basis in Denmark, France, Germany, Greece, Ireland, Luxembourg and the Netherlands.

A second set of differences relates to the focus of the guidance services, and on the extent to which they are concerned:

- with educational guidance - i.e. guidance on choice of educational options, or on learning problems;
- with vocational guidance - i.e. guidance on choice of occupations and work roles;

- with personal and social guidance - i.e. guidance on personal and social problems (behaviour problems, relationships, accommodation, etc.).

The present report is primarily concerned with educational and vocational guidance: it stresses issues related to personal and social guidance only where such issues are closely tied to the primary concerns. Different patterns are evident in different Member-States:

- In some cases (notably Germany) there is a clear-cut distinction between educational and vocational guidance services, these being allocated to wholly separate agencies.
- In some cases (notably Belgium and Ireland) all three forms of guidance are brought together in one agency: in Belgium, through different roles based in one centre (the Psycho-Medico-Social Centre); in schools in Ireland, through a single role (guidance counsellor).
- In some cases (notably France, Germany, Luxembourg) the emphasis of the education-based services tends to be on educational guidance, though in others they pay equal attention to vocational guidance.
- In all cases where services are based in labour-market organisations, their main and often exclusive focus tends to be on vocational guidance.

A third set of differences relates to guidance activities. Educational and vocational guidance can be defined in broad terms - comparable to the French word orientation* - as referring to a range of activities through which people can be helped to make the decisions and transitions that determine the course of their educational and vocational development. A number of activities can be distinguished:

- Information - providing clients with objective and factual data.
- Assessment - making a diagnostic judgement about the clients' suitability for certain options.
- Advice - making suggestions based on the helper's own knowledge and experience.
- Counselling - helping clients to explore their own thoughts and feelings about their present situation, about the options open to them, and about the consequences of each option.

* The French word guidance tends to be used in a more technical sense to describe a continuous psycho-pedagogical support of a child or adolescent.

- Careers education - providing a programme of planned experiences designed to develop in clients the skills, concepts and knowledge that will help them to make effective career choices and transitions.
- Placement - helping clients to achieve entry to a particular job or course.

In these terms:

- Some countries (e.g. Germany) are particularly well-developed in terms of information services; in other countries (e.g. Ireland, Italy) such information is seen as an area of guidance services that needs to be strengthened.
- In some countries (e.g. Belgium, France, Germany, Luxembourg), educational guidance in particular lays considerable stress on assessment, often using psychometric and other tests for this purpose, and at times blurring the distinction which other countries establish more rigidly between assessment for guidance (i.e. helping students to make their own decisions) and assessment for selection (i.e. for making decisions about students).
- In some countries (e.g. Belgium, France, Luxembourg) individual interviewing tends to be based mainly on advice-giving - i.e. offering recommendations based on diagnostic judgements - whereas in others (e.g. Denmark, United Kingdom) there is more interest (in some agencies at least) in basing it on counselling - i.e. facilitating the client's own decision-making in a non-directive way.
- Some countries (e.g. Denmark, Germany, Greece, United Kingdom) have made systematic attempts to build careers education into the curriculum of educational institutions; in some cases (notably Denmark and Germany) this includes programmes of work visits and work experience.
- In some countries (Denmark, Germany, Netherlands) job placement is the monopoly of one government ministry and is therefore not provided by other guidance services; in others (e.g. Belgium, France), too, job-placement services tend to be separate from other guidance services; but in some (notably United Kingdom) guidance agencies tend also to carry out job placement.

Finally, guidance services in the Member-States can also be distinguished in terms of financing:

- Services based in labour-market agencies tend to be financed by central government; services based in the education system tend to be financed mainly by central government (Belgium, France, Greece, Ireland, Luxembourg), regional authorities (Germany, Italy), or local authorities (Denmark, Netherlands, United Kingdom), depending on the administrative structure of the educational system in the country in question.
- The majority of services are free to the client. In most countries, private fee-paying agencies have built up a limited role for those who are dissatisfied with the official guidance services; this is not however

the case in Germany, where individual vocational guidance is the sole and exclusive responsibility of the Federal Employment Institute. In some countries (notably Italy and the Netherlands) private agencies are used to carry out some of the guidance functions within the public education system: these agencies tend to be partly grant-aided and partly supported by the payment of client fees.

These distinctions are general ones: the plurality of agencies and the diversity of practice within most countries means that they should not be applied too rigidly. We will now explore in more detail some of the diversity of practice within the Community in relation respectively to schools, to further and higher education, and to young people who have left the educational system.

2. Guidance in Schools

Guidance and 'tracking' structures. Within schools, the prime demand on guidance is to support the educational choices which have to be made within the school system. In all schools, decisions are made by or for students about the type of schools they are to enter, and about the subjects they are to take within the curriculum. These decisions can have major consequences not only for the pupil's educational performance but also for his or her future career prospects. As a broad generalisation, it seems that decisions about 'vertical' allocation between different levels of education (e.g. between academic schools as opposed to more vocational schools) tend to be taken for students on a selection basis; whereas 'horizontal' allocation between different fields of education (e.g. between different subjects) are more likely to be taken by students on a guidance basis.

The line between these two models can however become blurred. In Belgium, France and Luxembourg, many of the key educational decisions are taken by the 'class council' (conseil de classe), which comprises all the teachers taking a particular class, the school principal and the guidance

counsellor, and which operates according to set criteria that are known to the pupils and their parents. These are regarded as 'guidance' activities, though the pupils are not present and decisions are in effect being taken about them (in addition, the recommendations of the council are made available to help the student in relation to those decisions which are left to him or her).

The blurring of functions is a source of some difficulties, particularly for the guidance counsellors. Within the council, they have an independent role, but are also often relatively powerless in comparison with the other members. At the same time, their presence at the point of decision can appear to offer a sanction for the decisions that are made.*

In Greece, by contrast, the guidance service - in the form of the careers education programme - is seen as a form of 'compensation' for the selection system, which uses school grades as a selection device and tends, it is felt, to lead some pupils seriously to underestimate their abilities. The design of the careers education programme rejects the differentiation of pupils through measurement on a single model of 'intelligence': it is considered that this differentiation is often attributed to their natural endowment, when it may to a greater extent be the result of socio-economic and cultural background. The careers education programme accordingly seeks to provide an optimistic perspective for the pupils' futures, extending rather than limiting their ambitions and what they feel they are capable of.**

In Italy, pupils have in principle an entirely free choice in terms of the level of education they enter after the scuola media. Teachers in the scuola media can only give advice, which may be refused by the pupils and their families.

Countries differ considerably in the nature and rigidity of the structures through which pupils are separated into different tracks. Where 'tracking' starts early, guidance may be needed at quite a young age: in such cases, it tends to be relatively directive in nature.

In Luxembourg, for instance, pupils are divided into different types of school at the age of 12. The remit of the educational guidance services is accordingly viewed as starting at that age.***

* Report on France, p.43.

** Report on Greece, p.13.

*** Report on Luxembourg, p.2.

In the Netherlands, decisions between different types of school also take place at age 12. Accordingly, in 1980, some 60% of the advisory activities of the private guidance bureaux were provided in primary schools.*

In Germany, pupils are divided into three different types of school even earlier, at the age of 10.

Within secondary education, too, pupils are frequently expected to make decisions between subjects at a fairly early stage. In some cases, a particular period of education is regarded as a phase of guidance (orientation), because it is used to help pupils to test out and reveal their talents before key educational choices are made.

In France, for example, the lower secondary school (ages 11-15) is designed as an orientation period, giving pupils 'a prolonged possibility for orientation, based on the full observation of their aptitudes', and making 'the school itself the frame and the method' for this.** Much the same is true in Belgium and Luxembourg.

Similarly, in Italy, the scuola media (ages 11-13) is viewed as an orientation period. Teachers are expected to develop pupils' self-awareness and their ability to make choices about their futures.

In all these cases, guidance tends to take a stronger directive form for those students who are advised to leave the main track of general studies to enter more vocationally-oriented studies.

There is however concern in several Member-States that pupils are being asked to make these kinds of educational decisions at too young an age, before they are old enough to be able to understand and accept the consequences.*** One response to this situation has been to seek to change the structure, by postponing the decision points and/or by weakening their impact.

* Report on the Netherlands, p.18.

** Report on France, pp.8-9.

*** Report on Belgium, p.35; Report on France, p.48.

One way of making choices less irreversible is to break up long courses into modules which can be combined together in more flexible ways. Many Member-States are now experimenting with such approaches: within the United Kingdom, for example, the whole of post-compulsory vocational education and training in Scotland - including schools and post-school institutions - is being organised on a modular basis (though the model has not yet been extended to more academic courses).* This in effect means that guidance has to play a crucial continuing role in helping pupils to build up and review their individual modular programmes.

Another response has been to attempt, within the existing structure, to develop improved guidance services to enable pupils to be more fully aware of the vocational as well as educational implications of the choices they make.

External guidance agencies. In many countries, guidance services within schools have traditionally been offered mainly by external agencies, some because they have been seen as offering a fresher and more independent view of the pupil, and some because they have been seen as providing a closer contact with the world of work than schools are likely to be able to develop for themselves. Examples of such agencies are:

- the Psycho-Medico-Social Centres (CPMS/PMSC) in Belgium;
- the Centres for Information and Orientation (CIO) in France;
- the Educational Guidance Services in Germany;
- the Educational Guidance and Social Services Department (DOSSS) in Luxembourg;
- the private guidance bureaux in Italy and the Netherlands;
- the Careers Service in the United Kingdom.

Although their structures and roles differ, these services all work into schools from the outside.

Guidance services within schools. In recent years, however, there has been a growing trend in most Member-States to emphasise the guidance roles of

* Report on United Kingdom, pp.4 and 43.

schools themselves, whether as a substitute for or as a supplement to the work of these external agencies. It is recognised that teachers normally have a more extensive knowledge of the personalities of their students than external services can claim. Moreover, the continuity of the personal contacts within schools makes it more possible for teachers to understand what help pupils need, and to provide it as and when they need it, than is the case with occasional interventions from the outside. The result has been the growth of specialist guidance roles within schools, such as:

- teacher-counsellors in Denmark;
- guidance teachers (beratungslehrer) in Germany;
- careers teachers in Greece;
- guidance counsellors in Ireland;
- careers teachers (dekanen) in the Netherlands;
- careers teachers in the United Kingdom.

These are normally part-time roles - i.e. teachers occupying them also carry out other teaching roles within their schools. In addition, increasing attention has been given in some countries (notably Denmark, the Netherlands, the United Kingdom and - to some extent - Ireland) to the guidance role of the form teacher or tutor who has some general responsibility for a particular group of pupils.

Curricular programmes. A further argument for the development of guidance services within schools has been the possibilities it provides for building guidance elements into the curriculum itself. In some countries, there has been a recognition that, if pupils are to be actively involved in their educational and career decisions, systematic programmes are needed within the curriculum which will help them to develop the skills, attitudes and knowledge they need to be able to make such decisions and the transitions which will ensue. While the contents of such programmes vary, they normally

include some mix of the following:

- Opportunity awareness - awareness of the range of possibilities that exist, the demands they make, and the rewards and satisfactions they can offer.
- Self-awareness - awareness of the distinctive characteristics (abilities, aptitudes, personal qualities, practical skills, qualifications, and needs, values and interests) that define the kind of person one is, and the kind of person one wishes to become.
- Decision learning - awareness of the styles in which decisions can be made, and acquisition of the skills that will help one to make decisions in a manner more satisfactory to oneself.
- Transition learning - awareness of the transitions consequent upon one's decisions, and acquisition of the skills that will help one to cope with these transitions and with the new situations one will meet.

In Denmark, it is stipulated that the seventh, eighth and ninth forms of the folkeskole (ages 14-16) should normally receive at least 48 lessons of careers education. The classroom teacher is responsible for the implementation of this careers education, with support where appropriate from the teacher-counsellor. In addition, up to 20 lessons of collective guidance on educational and vocational matters are provided to each group by educational counsellors during the three years of the gymnasium (ages 17-19).*

In Germany, a programme of arbeitslehre is provided in all hauptschulen, covering up to 5 hours per week for three years (ages 13-15). The curriculum varies between the different federal states (lander), but tends to concentrate particularly on the structure of the world of work.**

In Greece, pupils in the first, second and third grades of the gymnasium (ages 12-14) receive 45 periods of careers education; in addition, first-year pupils in the technical-vocational lykeion (age 15), and first- and second-year pupils in the general lykeion (ages 15-16), each receive about 30 periods of careers education.***

In the United Kingdom, most secondary schools include careers education on the timetable at some points during the final three years of compulsory schooling (ages 14-16). In some cases it is taught as a separate subject;

* Report on Denmark, pp.15 and 22.

** Report on Germany, pp.27-29.

*** Report on Greece, p.15.

in some cases it is integrated with such areas as social education, moral education and health education which are similarly focused around pupils' individual lives.*

Careers education programmes have also been introduced on a more limited and/or more experimental scale in Ireland, Italy, Luxembourg and the Netherlands.

In Belgium, elements of careers education are incorporated into group sessions (ADVP) run by the staff of the Psycho-Medico-Social Centres, particularly in the French-speaking parts of the country. The sessions are for groups of 10-15 students; four or five sessions are usually run each year.** Similar sessions are run in France by the staff of the Centres for Information and Orientation.***

Work experience. Some careers education work is classroom-bound and didactic in style. Other parts, however, tend to be more active and experience-based. In particular, many Member-States provide short periods of work experience for some or all pupils. In such programmes, pupils carry out work tasks within work environments, but without taking on the full identity of a worker.

In Denmark, most pupils in the folkeskole take part in work experience in the final two years (ages 15-16). Most of the placements have in the past been found by the Public Vocational Guidance Service, but increasingly they are being organised by the schools themselves.****

In Luxembourg, pupils in the less academic schools have between four and six short placements of 2-3 days in different firms and industries in their third year (age 15). These placements are designed to help pupils to make their first contacts with working life as well as to explore particular occupations.*****

* Report on the United Kingdom, p.23.

** Report on Belgium, pp.19-20.

*** Report on France, p.22.

**** Report on Denmark, p.16.

***** Report on Luxembourg, pp.23-24.

In Germany, the arbeitslehre courses in the hauptschulen normally include 1/2 weeks of work experience as well as work visits.*

Programmes of work experience are also included on a more limited and/or more experimental basis in other countries. In the latter stages of vocational secondary schools they may assume more extended forms, sometimes involving a regular experience over a period of time (e.g. a day a week): here they tend to be used for vocational preparation rather than guidance purposes.

Such programmes may not always be part of a careers education programme, but if they are to be used for such purposes, good preparation and follow-up within the school are widely recognised as being crucially important.

In addition, interest is growing in alternative experiential approaches, including:

- Work simulations, in which pupils experience work tasks but do so within school environments (e.g. business games, production simulations, work practice units).
- Work observation, in which pupils experience work environments but do not experience work tasks. Such work observation can take two forms:
 - work visits, which are usually carried out by groups, and often observe work processes;
 - work shadowing, in which an individual follows a particular worker for a period of time, observing all the tasks in which he or she engages, and doing so within the context of his or her total role.

Such techniques make it possible to experience more skilled forms of work which do not lend themselves to work experience. Indeed, some programmes which are termed 'work experience' are in practice work-simulation or work-observation programmes.

A particularly interesting development in the area of work simulation has been the creation in schools of mini-enterprises, in which pupils form themselves into a company or co-operative to produce and market a product or service, and trade for a period before going into voluntary liquidation.

* Report on Germany, pp.27-28.

In Greece, pupils' co-operatives have existed for some time, particularly in primary schools in rural areas where they are engaged, for example, in raising plants and flowers for sale. There are now also a few in gymnasia and lykeions which involve small shops and canteens on school premises; and there are plans to develop the idea to cover, for instance, theatrical or newspaper companies.*

In Ireland, mini-companies were pioneered by a pilot project in Shannon which formed part of the European Community's First Transition Programme, and have been extended in the Second Transition Programme. Such mini-companies are now operating in a fair number of schools spread all over the country.**

In Italy, the pilot projects in the European Community's Second Transition Programme have been concerned with organising pupils' co-operatives in the scuola media and in the upper-secondary schools.

In the United Kingdom, the government has set itself the target during Industry Year 1986 of having at least one mini-enterprise attached to each secondary school in the country.

Such projects are linked to a wider concept of 'education for enterprise' which is concerned with providing opportunities for young people to take on responsibilities and to manage their own initiatives. Sometimes the rationale is concerned with helping them to explore the possibility of creating their own work 'for real', by eventually becoming self-employed or setting up their own small business or co-operative; sometimes it is concerned more broadly with developing a range of skills and attitudes including self-reliance and creativity which will help young people to take a more proactive, self-determining approach to their own futures.***

Partnership. This development of guidance services within schools does not invalidate the role of external agencies in relation to schools. There

* Report on Greece, p.33.

** Report on Ireland, p.23.

*** See Education for Enterprise: an Interim Report. Second Transition Programme Working Document. Brussels: IFAPLAN, 1986.

may still be a need for the independence and distinctive expertise which such agencies can offer. But their role is now increasingly that of a partner or consultant to the guidance activities within the school itself.

In the United Kingdom, for example, the effect of the growth of guidance programmes within schools has been to increase the arguments for the Careers Service to replace its traditional automatic 'blanket' interviewing of all pupils with a more selective approach, providing guidance according to pupils' perceived needs. Indeed, in two local education authorities, firm decisions have been taken that the Careers Service will henceforth not in general carry out any individual interviewing within schools: those who request interviews will have to go to the careers office in the town or city. Basic delivery of careers programmes within schools is accordingly seen here as being the responsibility of the school itself, with the Careers Service performing a limited external consultancy and servicing role. On the other hand, two other authorities have relocated the Careers Service within the schools themselves, so as to integrate it effectively with the other school-based guidance services.*

In France, the Centres for Information and Orientation are now working with teachers in a variety of innovative ways, including helping in establishing work-experience schemes (mini-stages) and also remedial programmes designed to combat factors like poor reading ability which restrict opportunities for some young people.**

3. Guidance in Tertiary Education

In general, vocational guidance services in tertiary education tend to be more strongly developed in universities; in more technical and vocational institutions, including teacher training institutions, the view tends to be taken (mistakenly in some cases) that students have already chosen their career paths through their decision to come to the institution, and that significant further help is not required. Institutions also differ in the

* Report on the United Kingdom, p.24.

** Report on France, p.22.

extent of the help they offer with students' educational and personal problems: some offer integrated guidance services which cover these as well as vocational problems; others split them between different services; others provide very limited services in these areas.

Guidance services tend to be particularly well developed in higher education in the United Kingdom, where the structure of the grants system permits students readily to go to institutions away from their home, and where accordingly institutions have traditionally assumed certain in loco parentis functions. While this tradition has changed in character, most institutions still offer a tutorial structure to provide help with educational and personal problems. Sometimes this is supported by a specialist student counselling service. Most institutions also have their own careers advisory services, which provide interviews, information services, and placement services.* Similar careers services are also found in Ireland**

In most other countries, institutions of higher education have tended to establish more detached relationships with their students, who are more likely to live at home, with teaching being carried out in large classes. In such countries, guidance services tend to be more restricted and/or of more recent origin:***

- In Belgium, each university organises an information service on educational and career opportunities, and also an orientation service which offers a more personal interview-based service on (in particular) educational options. In the French-speaking universities, these services are separated; in the Flemish universities, they are merged. The

* Report on United Kingdom, pp.18-21.

** Report on Ireland, pp.24-27.

*** Useful background information on most Member-States is provided in A.J. Raban: Working in the European Communities (2 volumes). Cambridge: CRAC/Hobsons, 1985/86.

vocational side of the services tend to be more highly developed in the Flemish universities.* Placement services are sometimes operated through former students' associations.

- In Denmark, 'general' educational and vocational guidance services in the universities are provided by full-time counsellors who also have administrative roles to play (e.g. concerned with matriculation), while 'special' guidance services are provided by part-time counsellors appointed from the teaching staff or from advanced students.**
- In France, all universities have a University Centre for Information and Orientation (CUIO) which is provided in the university itself as part of a national system under the Ministry of Education. Its staff spend half their time working as orientation counsellors in upper secondary schools. Most grandes écoles and a few universities also have their own placement services: sometimes these are run by former students' associations.***
- In Germany, the monopoly of vocational guidance held by the Federal Employment Institute means that universities themselves only tend to provide educational and personal guidance services: these vary in extent and nature from institution to institution, and tend to be fragmented, though efforts are being made in some universities to link them into a more co-ordinated structure.****
- In Italy, the main responsibility for guidance on study choices and on the labour market is held by the opere universitarie - bodies run by the regional authorities which are also responsible for students' grants, accommodation, etc. Some universities have information centres run by these bodies.
- In the Netherlands, higher vocational education institutions and universities have guidance officers and faculty advisers who provide interviews and information services on educational and vocational opportunities, as well as help with personal problems.*****

In Belgium and Denmark in particular, the guidance services are also available to students interested in entering higher education; in France, the fact that the orientation counsellors also spend half their time working in upper secondary schools makes it easier for them to provide liaison and continuity

* Report on Belgium, pp.20-23.

** Report on Denmark, p.30.

*** Report on France, pp.18 and 40.

**** Report on Germany, pp.9, 22 and 24-25.

***** Report on the Netherlands, p.26.

between these two levels of education. In Greece, services tend to be more rudimentary, though experimental guidance services have been established in some institutions. Luxembourg has no university of its own.

4. Guidance Services Beyond Full-Time Education

Services for particular groups of young people. Traditionally, guidance services have become much more limited once young people have left the education system. Where there are well-established apprenticeship systems, these sometimes include guidance components.

In the Netherlands, for example, advisers (consulenten) are attached to the Regional Apprenticeship Agencies. Their tasks include offering personal and educational guidance to young people in the apprenticeship programme.*

In Luxembourg, too, apprentice advisers have been appointed jointly by the employers' and workers' trade organisations. Their role includes helping with educational difficulties encountered in the educational part of the apprenticeship, with any conflicts between the master and the apprentice, with the apprentice's personal problems, and with cases where vocational reorientation is needed.**

In countries where military service is required, too, guidance services may be available to the conscripts or volunteers.

In France, for instance, adviser officers are appointed in the armed forces to help national servicemen in choosing appropriate training and to offer orientation and placement work at the end of their period of service. Increasing efforts are being made to use military service as a way of providing training and improving vocational qualifications.***

* Report on the Netherlands, p.22.

** Report on Luxembourg, pp.26-27.

*** Report on France, pp.4 and 40.

Vocational guidance services for adults. In general, however, young people have left full-time education have been largely dependent on the adult guidance services offered by, in particular, labour-market organisations. Such organisations invariably offer placement services for adults, and usually offer careers information services too. In some countries, they also offer a specialist adult vocational guidance service:

- In Denmark, a Public Vocational Guidance Service is run by the Public Employment Service.
- In France, careers counsellors are employed by the National Agency for Employment (ANPE).
- In Greece, a limited vocational guidance service is provided by the Manpower Employment Organisation (OAED).
- In Ireland, a limited occupational guidance service is run by the National Manpower Service.
- In Luxembourg, a limited vocational guidance service is organised by the labour-market administration.
- In the Netherlands, each employment office normally includes a specialist in vocational counselling.

In several of these cases, the service is not widely advertised: if it were promoted more widely, it would be unlikely to meet demand. Sometimes, specialist referral services to occupational psychologists are available for clients with major problems. Guidance also usually forms part of the specialist rehabilitation services offered to handicapped people.

In recent years, the nature of the guidance services offered by labour-market organisations has diversified somewhat. In particular, there now tends in several countries to be a greater emphasis on small-group work, as a supplement to one-to-one interviewing. This can be more cost-effective in terms of counsellor-client contact-time, and may also offer clients a chance to help and support each other.

In France, for example, 'initial information collective sessions', 'group orientation days' and 'deeper orientation sessions' (of 6-7 days) are provided for groups of 10-15 people. Sessions are also run on 'techniques for job seeking'.*

There is also a strong trend to improve information services, and to make them more readily available on an open self-help basis.

In Germany, a network of vocational information centres is being set up, which are freely accessible and can be used by anyone (including pupils and students as well as adults) when they will. The development of prototype centres was a major concern of one of the pilot projects within the European Community's First Transition Programme. The centres are normally located alongside placement offices, and offer a variety of files and booklets on training and employment opportunities, as well as short video-films, slides, audio-tapes, etc. Rural areas are served by mobile units. By 1986, 82 centres had been established: it is planned to set up 141 altogether.**

In Denmark, too, some 39 information centres have now been opened at the main employment offices.***

In the Netherlands, New-Style Employment Offices (ANS) are being established, which are split into two parts: an 'open part' which people can walk into and use on a self-help basis; and a 'closed part' consisting of several specialised departments with which clients have to make an appointment. The 'open part' includes:

- an 'information corner' with information on the services offered in the office;
- a 'job-vacancy corner' with information on unfilled jobs for which clients can apply;
- a 'reading corner' with general information on educational and occupational opportunities.

* Report on France, pp.27-28.

** Report on Germany, p.42.

*** Report on Denmark, p.36.

The 'closed part' includes specialist counselling and placement services.*

Linked to this is the growing interest in the application of computers to educational and vocational guidance (see Section III.4): in principle this makes it easier to deliver guidance to clients on a self-help basis.

As with the move towards group-work, the trend towards self-help approaches stems in part from the pressure to restrict public expenditure on guidance services: especially if they are effectively integrated into more broadly-based guidance services, these approaches too can offer inviting possibilities for making such services cost-effective. In addition, though, both trends also stem from a recognition of the value of involving individuals more actively in guidance processes and fostering their autonomy rather than making them dependent on 'experts'. This latter trend is also reflected in the reduced emphasis on psychometric testing which is evident in several countries, and the increased interest in encouraging self-assessment rather than 'expert' assessment.

At the same time, there have also been pressures in several countries to make these guidance services more responsive to the immediate needs of the labour market. In some cases this has been linked to efforts to bring the counselling and placement functions more closely together. This has however met with a certain amount of resistance, on several grounds:

- vacancies notified to official placement services may be incomplete and unrepresentative of labour-market demand (e.g. they may be confined largely to lower-level jobs);
- information on current demand may be misleading, especially to people making education and training decisions which will not be implemented in terms of occupational entry until some time in the future;

* Report on the Netherlands, pp.28-29.

- while clients clearly need (and want) to be informed about the realities of the labour market, effective counselling must be based around their own personal needs.

In general, too, counselling tends to be regarded as a professional and highly personal activity, whereas placement tends to be approached in more clerical and more bureaucratic terms. On the whole, therefore, the issue is framed as being to find ways of linking counselling and placement activities more effectively, recognising their separateness, rather than to try to knit them into a seamless robe. This can, however, leave the counselling service somewhat disconnected from the general culture of the labour-market organisation of which it is part. At a time of severe pressures on public expenditure, this has tended to mean that counselling services have been contained or reduced in size, or at least have not been significantly expanded in response to growing potential demand.

Educational guidance services for adults. An interesting recent development in some places - notably in the United Kingdom - has been the growth of educational guidance services for adults, which have been set up to offer educational guidance to those who have left full-time education but are interested in obtaining access to new learning opportunities. Such services tend to be based in a culture which is more responsive to a client-centred approach (though they can come under pressure from education and training organisations keen to market their provision). At present these educational guidance services tend to be funded on a short-term and vulnerable basis.* But they raise interesting questions about whether all-age educational guidance services are needed alongside all-age vocational guidance services, and whether the two sets of services should be developed separately or - as is the case in Denmark, for example - jointly.

* Report on the United Kingdom, pp.8-9.

Other initiatives for young adults. This, then, is the basic existing structure of guidance provision for adults, the limitations of which helped to pave the way for the initiatives for young people outlined in Section I.2. In addition to the initiatives outlined in that section, three other sets of initiatives specifically aimed at young adults need to be briefly described. The first is the establishment in some countries of short courses designed specifically for guidance purposes.

In Belgium, the Ministry of Employment and Work organises an Observation and Orientation Service for some young people who want to undergo training but are uncertain what field to pursue. For two half-days, various psychometric tests are administered, and this is followed by interviews with a psychologist. Some 240 young people per year who are still uncertain what to do are then enrolled for a 12-week course. This starts with a week in each of three different forms of simulated work experience. The trainees then undergo further practice in a particular field, where a closer scrutiny is made of their strengths and weaknesses. Remedial help is offered in basic skills. Finally, a placement service is provided.*

In Greece, 'active vocational guidance programmes' are provided for some 3,500 young people per year. Each programme lasts for about 8 weeks, and includes an extensive period of vocational exploration based on (a) group exposure to educational and occupational information, (b) examination of personal values, interests, aptitudes, aspirations and expectations, and (c) regular visits to work-places and training centres. In a sense, the programme provides a crash careers education course for those who have not had access to, or not made good use of, the careers education programmes in schools.**

These are in addition to the skills-testing courses built into the new transition programmes in some countries, as mentioned in Section I.2.

Second, several countries have established youth information centres which usually offer information on social and cultural matters as well as on educational and vocational matters.

* Report on Belgium, pp.23-25.

** Report on Greece, p.29.

In France, the Youth Information and Documentation Centre (CIDJ) in Paris has the task of gathering together all the information of interest to young people in a variety of fields. In addition, Youth Information Centres have been established in each region: these use the information compiled by the Paris centre along with information which they compile locally for themselves. 70% of the requests from clients concern information on education, training and careers.*

In Belgium, a variety of services have been established, including four information centres on studies and professions (SIEP), Centre J which is more broadly-based, and fourteen 'Info Jeune' or 'Info Jeugd' centres which are also more broadly-based.**

In Greece, there are four Youth Information Centres, which cover information on educational and job opportunities, study scholarships, seminars and meetings, cultural events, holiday schemes, etc. They are offered in an informal atmosphere through information officers (all aged under 35), through pamphlets and leaflets, and through a computer-based information-retrieval system.***

In Italy, some municipalities (e.g. Ferraro, Milan, Naples, Turin) have set up Youth Information Centres with data-banks containing information of interest to young people.

Such activities are usually financed by social-affairs rather than employment authorities. In some of these cases, efforts are being made to involve young people actively in running the centres. The same trend is also evident in the way in which young people have been involved in the preparation of general information booklets like Young Scot in parts of the United Kingdom (and subsequently in parts of Denmark and Italy) and in other media projects which

* Report on France, p.39.

** Report on Belgium, pp.26-28.

*** Report on Greece, pp.31-32.

young people themselves have launched.*

Finally, it is important to recognise that in addition to the services offered through official agencies, a variety of guidance services are offered in some countries (for example, Germany, Italy and the United Kingdom) by voluntary agencies. In general, they are more concerned with personal and social than with educational and vocational guidance, though the latter may be offered as part of the former. They also tend to be particularly concerned with deprived groups like migrant workers and the socially disadvantaged, and provide a valuable first point of contact with such groups.

Despite this wide variety of agencies and services, the extent of guidance provision for young people who have left the education system is recognised in most countries as being seriously inadequate. High youth unemployment has exposed this inadequacy. It is this which has led to some of the new initiatives described earlier (Section I.2).

* See Youth Information 1985. Second Transition Programme Working Document. Brussels: IFAPLAN, 1985. Also 'Youth Initiatives in the European Community - "Info-Action 1985" Conference'. Social Europe, Supplement 5/86. During 1985/86, the European Community has increased its activities in support of youth initiatives and has financed 70 projects, many of them in the field of information and guidance.

III. THE CHANGING ROLE OF PROFESSIONAL GUIDANCE SERVICES

1. Training and Staff Development

Structure of training. It is evident from Section II that the nature of guidance services in the European Community varies considerably, both within and between the Member-States. Not surprisingly, therefore, the nature of the training provided for those occupying guidance roles is equally diverse. In part this is due to the different structures of higher education and professional training in general. In part, too, it is due to the very different ways in which the roles are defined: the role of a careers teacher in Greece may have very little in common with the role of a psychologist working in a Psycho-Medico-Social Centre in Belgium.

The training offered for the main guidance roles in the different Member-States is listed below (for details of the services to which they refer, see Appendix B).

<u>Belgium:</u>	<ul style="list-style-type: none">● <u>Psychologists</u> in Psycho-Medico-Social Centres (CPMS/PMSC) etc.: training incorporated into at least five years' higher education.● <u>Welfare workers</u> and <u>nurses</u> in CPMS/PMSC etc.: training incorporated into at least three years' higher education.
<u>Denmark:</u>	<ul style="list-style-type: none">● <u>Teacher-counsellors</u> in <u>folkeskole</u> and <u>educational counsellors</u> in other educational institutions: in-service part-time training on top of basic teacher training; experimental moves towards common basic training.● <u>Vocational counsellors</u> in Public Vocational Guidance Service: three-week residential courses on top of nine weeks of Public Employment Service's basic training courses.
<u>France:</u>	<ul style="list-style-type: none">● <u>Orientation counsellors</u> in Centres for Information and Orientation (CIO) and University Offices for Information and Orientation (CUIO): two-year full-time course.

- Careers counsellors in National Agency for Employment (ANPE): initial 75-day training course.
 - Staff of PAIO and Missions Locales: courses lasting a few days (though not all staff may have participated in these).
- Germany:
- School psychologists and university student advisers: usually have education degree on top of their psychology degree.
 - Guidance teachers (beratungslehrer) sometimes have a two-year part-time training on top of their teacher training.
 - Teachers of arbeitslehre: some relevant courses now being incorporated as options in basic teacher training.
 - Vocational counsellors in Federal Employment Institute have three-year training course (non-postgraduate) if working in lower secondary schools; one-year course (postgraduate) if working in upper secondary schools and universities.
- Greece:
- Careers teachers in schools: many have had a two-week training, some a five-month training, and a few a one-year training abroad; around half are as yet untrained.
 - Vocational counsellors in Manpower Employment Organisation (OAED): 6-9-month postgraduate course.
- Ireland:
- Guidance counsellors in schools: one-year full-time course in guidance and counselling.
 - Other guidance staff dependent on long courses provided for other groups or overseas - or on short in-service courses.
- Italy:
- Subject teachers in scuola media: some one/two-week in-service training courses.
 - Orientation counsellors in private guidance agencies: two-year full-time postgraduate course.
- Luxembourg:
- Psychologists: training incorporated into at least four years of psychology studies.
 - Orientation teachers in schools: two-year part-time in-service courses available.
 - Vocational counsellors in labour-market administration service: no initial-training requirement; some in-service training available.
- Netherlands:
- Careers teachers (schooldekanen) in schools: part-time course (45 days over 2 years).
 - Careers officers in private guidance bureaux and employment agencies: four-year full-time post-school course.
- United Kingdom:
- Careers teachers in schools: most have had a few days' training or none at all; a few have had

training lasting up to a year.

- Careers officers: one-year full-time course.
- Careers advisers in higher education: very varied, ranging from very limited to formal training of one year or more; strong network of collaborative activities performs important professional-development function.

In addition to the roles listed above, there are some other roles (e.g. the staff of Jobcentres in the United Kingdom) which are not considered here on the grounds that their guidance component is limited.

It is evident from this list that the professional identity of those occupying guidance roles has a strong effect on the structure of their professional training (as well as on their career structures and their level of professional commitment to guidance):

- In some cases (e.g. psychologists in Belgium and Luxembourg, school psychologists in Germany) they are defined as psychologists, and their guidance training is regarded as being incorporated into, or supplementary to, their broad psychology training.
- In some cases (e.g. careers teachers, teacher-counsellors, school counsellors etc. in Denmark, Germany, Greece, Ireland, Luxembourg, Netherlands and the United Kingdom) they are defined as teachers - indeed, they often continue to perform their guidance duties alongside broader teaching responsibilities - and their guidance training is regarded as being incorporated into, or supplementary to, their teacher training.
- In some cases (e.g. vocational counsellors in Luxembourg) they are defined as labour-market administrators, and their guidance training is regarded as being incorporated into, or supplementary to, their administrative training.
- In some cases (e.g. orientation counsellors in France, vocational counsellors in Germany and Greece, careers officers in the Netherlands and the United Kingdom) they are defined as guidance specialists, and have their own specialist training.

The fact that in many cases guidance is a secondary adjunct to the individual's primary professional role explains why the guidance training is sometimes very limited (lasting a few weeks or even a few days), why it is sometimes on an in-service basis (rather than being required before undertaking any guidance practice), and also why it is sometimes optional (some

careers teachers in Greece and the United Kingdom, for example, have received no guidance training at all). But this is not true in all cases: guidance counsellors in Ireland, for instance, receive a substantial one-year full-time course in guidance and counselling on top of their basic teacher training before assuming their guidance responsibilities. In general, the more substantial the supplementary training, the more guidance tends to take on the attributes of a sub-profession within the parent profession.

Content of training. The professional affiliations of the guidance practitioner are also likely to affect the orientation of the specific guidance training that is offered. As a broad generalisation:

- Training for psychologists is likely to emphasise diagnostic skills and assessment methods.
- Training for teachers is likely to emphasise pedagogic skills that can be used to implement guidance.
- Training for labour-market administrators is likely to emphasise labour-market information and simple interviewing (and, possibly, group-work) skills.
- Training for guidance specialists is likely to emphasise some mix of all of these.

This is, though, too crude a picture: in some cases, for example, training offered to teachers emphasises areas like labour-market information and interviewing skills which are unlikely to have been developed in their previous training as teachers.

In terms of content, training courses tend to contain some mix of the following:

- (a) General theory - psychology, sociology, economics, education, etc.
- (b) Guidance theory - counselling psychology, theories of vocational choice, etc.
- (c) Guidance practice - interviewing skills, job-analysis, group-work skills, etc.
- (d) Personal growth - group dynamics, etc.

(e) Practicum - supervised interviews, placements in guidance agencies, etc. Of these, (a) and (b) are concerned mainly with knowledge, (c) and (e) mainly with skills, and (d) mainly with attitudes. The mix, however, varies a great deal:

- Some courses (e.g. for vocational counsellors in Germany) have a strong theoretical component; others contain little or no general theory and tend to be more immediately practical in nature.
- Some courses (e.g. for careers teachers in the Netherlands) attach importance to personal-growth work, holding that the training process should be a balanced mixture of topic-centred and personal-centred experiences*; others pay little or no explicit attention to this area.
- Some courses (e.g. for orientation counsellors in France) contain placements in companies and other work organisations to extend the trainees' knowledge of the world of work; others do not.

The issue of how to help trainees to relate theory to practice is tackled in a variety of ways. In Denmark, where most training courses are organised on a part-time rather than a full-time basis, it is considered a great advantage that theoretical training and daily guidance activities are thus automatically interwoven.** Full-time courses can offer a more powerful experience, but there is a greater risk that the content of the course will not be seen as being relevant to practice.

In the training for vocational counsellors in Germany, the subjects with the largest number of lectures and seminars are economics and law. But when vocational counsellors were asked to rate the significance of the training they had been given, 'occupational studies' and psychological and pedagogical subjects were ranked much higher than economic or legal subjects.***

In some cases, placements in guidance agencies are accordingly included within

* Report on the Netherlands, p.34.

** Report on Denmark, p.39.

*** Report on Germany, p.33.

the course to enable trainees to test out the practical implications of what they are learning. In others, a probationary period is provided after the completion of the formal course-work, and includes special supervisory arrangements.

In the United Kingdom, careers officers who have completed their one-year training undergo a probationary year. This has to include a number of elements designed to ensure that various specified skills and knowledge are acquired and applied. For example, trainees have to carry out a minimum of 200 careers guidance interviews, of which at least 20 have to be observed and discussed with the trainees by one of the two experienced careers officers allocated to supervise each trainee.*

Ideally, good training should equip trainees to challenge and improve the status quo rather than simply fitting into it. This demands a dynamic relationship between theory and practice, in which the two are carefully balanced. Too strong an emphasis on practice equips the trainees to be technicians rather than professionals capable of adapting and developing their methods; too strong an emphasis on theory invites rejection of what has been learned when it is tested against reality.

Continuing development and support. Initial training can also be seen as part of a more extended process, which starts with the selection of guidance staff, and then views the initial training as launching a process of sustained professional development. Selection is of great importance, particularly where initial training is not systematically provided as a 'weeding-out' device. If the selection is not carried out thoroughly, or if irrelevant criteria are applied, poor practice is likely to result.

In Greece, difficulties have arisen in the past because the selection of careers teachers has sometimes been based less on their suitability for

* Report on the United Kingdom, p.16.

and interest in careers education than on whether they require extra lessons on top of their basic subjects to complete their lesson quotas.*

Once guidance practitioners are on the job, further in-service training is needed to ensure that they continue to adapt and develop their practice. In some cases, as we have seen, all training is on an in-service basis; in others, in-service training can be used as a temporary form of remedial help for existing practitioners when more formal initial training is first introduced.

In the United Kingdom, it is only since 1982 that careers officers have been required to undergo a formal one-year initial training leading to the award of a Diploma in Careers Guidance. To help some of the older, unqualified careers officers, an assessment scheme has been initiated which enables them to pursue self-directed study and be assessed over a period of two years for the award of a Diploma.**

Ideally, however, in-service training should be available on a regular basis to enable practitioners to reflect on their practice, to respond to new pressures and demands, and to develop new skills and methods.

In France, in-service training is widely developed for both CIO and ANPE counsellors, at both regional and local levels. Various short courses are offered on relevant topics. Many CIOs also carry out small research projects which can have strong training effects.***

In the United Kingdom, Regional In-Service Training Committees have been set up for careers officers in each region. They are responsible for reviewing needs and stimulating training within their areas, and for encouraging Local Education Authorities or consortia of LEAs to mount in-service courses of various kinds.****

* Report on Greece, p.21.

** Report on the United Kingdom, p.16.

*** Report on France, pp.24 and 30.

**** Report on the United Kingdom, pp.16-17.

Sometimes formal training may be appropriate; sometimes simple opportunities for practitioners to meet and exchange views and ideas may suffice. Professional organisations (see Section III.2 below) can play an important role here.

In the Netherlands, the Netherlands Association of Careers Teachers (NVS) has established an agreement with the government that the time allocated to schooldekanen for their (part-time) guidance duties falls on the same day of the week, so that they have an opportunity to hold meetings.*

In the United Kingdom, careers advisers in higher education have formed an Association of Graduate Careers Advisory Services (AGCAS), which has developed a rich network of collaborative activities on a mutual self-help basis. These include various working parties developing practice in particular areas, as well as formal in-service training events.**

Other support mechanisms can also be offered on an official basis.

In Greece, a network of 21 co-ordination centres has been established at regional level to assist the implementation of careers education in schools all over the country. Each covers around a hundred schools. Their tasks include monitoring the implementation of careers education in their region, seeing that all the relevant publications have reached the schools, providing administrative support where appropriate, and assisting careers teachers with advice and through the organisation of short seminars.***

In Denmark, some 223 school advisers for careers education have been appointed in nearly all parts of the country. They all are teachers, whose task is to devote part of their time to assisting and co-ordinating the guidance roles of teacher-counsellors and classroom teachers in the schools in their municipalities. They do this by running training courses, by developing local materials, by organising work-experience placements, and by offering clerical help and support.****

* Report on the Netherlands, p.19.

** Report on the United Kingdom, pp.20-21.

*** Report on Greece, p.20.

**** Report on Denmark, p.17.

2. Professionalisation

In most of the Member-States, those working in guidance services have formed themselves into professional organisations of various kinds:

- In Denmark, the Joint Council of Associations for Educational and Vocational Guidance (FUE) covers all groups of Danish counsellors. Of its affiliate associations, the Danish Vocational Guidance Officers Association plays a trade-union role; the other associations are subdivisions of the respective teachers' trade unions.
- In France, orientation counsellors belong to a professional association, the Association of Orientation Counsellors in France (ACOF).
- In Greece, the Hellenic Society for Counselling and Guidance is open to those who have substantial qualifications in guidance and counselling.
- In Ireland, the Institute of Guidance Counsellors represents the majority of guidance counsellors in second-level schools. At university level, there is an Association of Irish University Careers and Appointments Services which brings together services in institutions covering Northern Ireland as well as the Republic of Ireland.
- In the Netherlands, most schooldekanen are members of the Netherlands Association of Careers Teachers (NVS); careers officers working in private guidance bureaux and employment agencies belong to the Careers Officers Association (VBA).
- In the United Kingdom, most careers officers belong to the Institute of Careers Officers (ICO). Careers teachers belong to the National Association of Careers and Guidance Teachers (NACGT). Careers advisers in the larger institutions of higher education belong to the Association of Graduate Careers Advisory Services (AGCAS); those in colleges of higher education may belong to the Association of Careers Advisers in Colleges of Higher Education (ACACHE).

The functions of these bodies vary, but they commonly include the following:

- Communication: facilitating contact and co-operation between their members, and keeping them in touch with recent developments both nationally and internationally.
- Professional development: running seminars and in-service courses, setting up working parties and task-groups to develop practice in particular areas, and encouraging research.
- Promotion and representation: promoting the interests of the profession and acting as its spokesperson to appropriate government bodies and to the media.

The organisations normally publish a newsletter or journal, and hold regular conferences and meetings. Usually, they are voluntary associations, dependent on the subscriptions of their members: in a few cases (e.g. the Institute of Careers Officers in the United Kingdom) they are large enough to be able to employ a small professional staff. In some cases (e.g. the Danish Vocational Guidance Officers Association) they perform a trade-union role, negotiating salaries etc.; in most, however, this role is performed by organisations relating to broader parent professions (see p.40 above).

3. 'Neutrality'

Such professionalisation, which incorporates the development of formal training provision as outlined in Section III.1 above, can be viewed as a way of fostering the quality of guidance provision in technical terms. But it can also be seen as performing an important role in helping to maintain the neutrality of such provision in relation to possible pressures from government, employers, educational institutions and other sources.

Political pressures. In this connection, it is important to recognise that guidance operates in a complex arena, in which the life-chances of individuals are mediated with the needs of society through the individual's educational and career decisions. At times, governments and other bodies may wish to exert pressure on what these decisions should be: for instance, they may want to encourage more girls to enter traditionally male jobs, or to encourage more young people to enter manufacturing industry, or to encourage more people to become self-employed. These policy objectives can be validly pursued through a variety of structural means - financial incentives, for instance. Guidance services can then play a useful role in ensuring that young people are made aware of these possibilities. If however such services

are expected to promote the policy objectives in more directive ways, to the point where their performance is to some degree measured in terms of the attainment of such objectives, this can pose real dilemmas and conflicts.

In the United Kingdom, there have been some government pressures on the Careers Service to act as a recruitment agency for the Youth Training Scheme, and even to report young people who turn down YTS placements so that benefit sanctions can be applied. In a situation in which the value of YTS for young people is a matter of political controversy, and in which some young people and their parents resist it as a form of 'cheap labour', this has at times placed careers services in a difficult position. At least one service refused to co-operate with the benefit-sanctions demand, and some others quietly ignored it. The government pressure on careers services has been seen by some as being in tension with the unequivocal statement in the government's own guidelines to Local Education Authorities that 'in advising unemployed young people about the Programme, and in recruiting them to suitable opportunities, the main consideration will be the best interests of the young person concerned'.*

Pressures from employers. There can be other pressures, too, on guidance services. Employers, for example, look to such services to provide them with potential recruits, particularly where the services include placement. In such cases this may imply an expectation that the guidance services will offer some kind of pre-selection screening. This may pose particular difficulties where the employers' selection criteria discriminate against particular groups - for instance, against girls, or against handicapped young people, or against ethnic minorities or children of migrant workers. In these cases, guidance services may feel that they are being asked to collude with such discrimination against the interests of their clients; if on the other hand they refuse to apply such criteria, they may be accused by employers of being inefficient.

* Report on the United Kingdom, pp.33-34.

Pressures from educational institutions. Again, educational institutions may wish to impose pressure on guidance services to serve institutional needs. An example is where their funding or levels of staffing depend on the recruitment of students to particular courses. It is partly for this reason that some guidance services that work in educational institutions are structured in a way which affirms their neutrality and avoids them being accountable to the institutions themselves.

In Denmark, the vocational counsellors in the Public Vocational Guidance Service have a formal agreement that they remain neutral in relation to the institutions to which their clients are attached.*

In Germany, the Educational Guidance Services attached to schools are supervised from outside the school by an external authority. This arrangement is being viewed as being of great importance in enabling the principles of privacy, confidentiality and counsellor independence to be observed.**

In Belgium, the independence of the Psycho-Medico-Social Centres (CPMS/PMSC) is supported by the fact that they have their own budgets rather than receiving them via the school, and also have to own their own buildings outside the school (though the larger schools are required to provide them with a working office). Importance is attached to the fact that their staff view pupils with fresh eyes, and that some pupils may find it easier to relate to them than they do to their own teachers.***

In the United Kingdom, the careers officer is seen as being knowledgeable about the school and about employment but not directly associated with either of them, and is therefore viewed as being an outside 'expert' with no axe to grind.****

'Neutrality'. In general, all guidance services throughout the Community attempt to hold as closely as they can to a position of neutrality in relation to the variety of pressures which may be exerted on them. All regard their

* Report on Denmark, pp.34-35.

** Report on Germany, pp.8-9.

*** Report on Belgium, pp.12 and 29.

**** Report on the United Kingdom, pp.27-28.

primary client as being the individual, even though this may be modified by other demands to a lesser or greater extent.

In Luxembourg, the Vocational Guidance Service of the Labour Market Administration emphasises the importance of free choice and is opposed to viewing vocational guidance as a means of labour-market regulation.*

In the United Kingdom, the government's notes of guidance to Local Education Authorities declare that 'the primary duty of the Careers Service is to satisfy the vocational guidance and employment needs of young people', though they add that 'this involves developing and maintaining an awareness of the needs of employers'.**

In Germany, the main principle of the Vocational Guidance Service is defined in Article 12 of the constitution, which guarantees to each and every citizen the free choice of an occupation or profession and a place where appropriate training is provided. The service is accordingly seen as being an institution designed to help citizens to realise this basic constitutional right. The Employment Promotion Act links the service's functions to the government's social and economic policies, including the maintenance of a high level of employment and the continuous improvement of employment structures with the objective of promoting economic growth. But this economic aim is balanced by the statement that 'in vocational guidance, the physical and intellectual abilities and the character, inclinations, and personal conditions of the counsellee must be considered'. In accordance with these provisions, the basic philosophy of the service is to help individuals to satisfy their needs and to develop their personality during their vocational career and, at the same time, to help the economy to cover its manpower demands.***

Certainly, to be effective, it is important that guidance services should be trusted by clients and regarded by them as free from other vested interests. Professionalisation may be seen as a valuable means of declaring and protecting this neutrality.

* Report on Luxembourg, p.23.

** Report on the United Kingdom, p.18.

*** Report on Germany, p.30.

4. Towards a More Open Professional Model?

Limitations of the traditional professional model. The professionalisation of guidance services does however carry risks with it. As in the case of other fields, it may be open to attack as being a means of serving not the interests of clients but the self-interest of the guidance professions. At times, this charge may be justified; even where it is not, some of the vested interests exerting pressures on such services - governments, employers, educational institutions - may be tempted to use the charge as a way of venting any frustrations they may feel with the services.

It is also important to recognise that guidance services differ from the archetypical professions - medicine and law, for example - in at least two important respects. First, there are no functions for which they are essential: people can, and often do, make their own way through their careers without recourse to such services. The role of the services is ameliorative: the underlying belief is that people will manage better if they have access to them. Second, there are no parts of the guidance role which can realistically be claimed as a professional monopoly, with the possible exception of psychometric tests (which may explain why some services have in the past attached importance to such tests). Many people seek help not from professional counsellors but from other professionals (e.g. teachers), from publications or the media, or from relations, friends and acquaintances. This is the case even where, as in Germany, the sole and exclusive responsibility for vocational guidance is formally assigned to a particular government agency.

In the light of this, there is increasing recognition in several of the Member-States that adhering to a narrow professional model built around the concept of expert neutrality may be an inadequate model for the future.

Certainly there is an important place for such neutrality. But it may be that it needs to be supplemented by different forms of professionalism which are less restrictive, more open to working with and through other agencies, and more prepared to attach high priority to the active involvement of clients in the guidance process.

Advantages of a more open model. One advantage of such a model is that it may help to release guidance services from the sense of impotence which they often feel, and which the concept of 'neutrality' tends to embody. The fact is that it is often not within the power of guidance services to provide what their clients want. This is particularly the case at a time of high unemployment, when many young people are forced to accept jobs which do not make full use of their talents and skills, and when many others have difficulties in finding any job at all. In this situation, guidance services can become universal scapegoats for the lack of opportunities with which young people are confronted.

In the United Kingdom, some commentators have accordingly suggested that the Careers Service should be less preoccupied with the individual and more with 'the collective conditions and oppressions of whole groups of people', representing their interests and intervening actively on their behalf.* While there may be limitations on the extent to which such an approach can be developed, more active collaboration with other agencies - as in the case of the French Missions Locales, for example - may make it possible not only to maximise the help available for individual young people, but also to exploit what potential the services have for improving the structure of opportunities in young people's interests (see Section IV.3 below). A similar orientation can be seen in the efforts being made by guidance services in some Member-

* Report on the United Kingdom, p.18.

States to pay active attention to the needs of groups like girls and young women, ethnic minorities and migrant workers, and the handicapped.

In the United Kingdom, for instance, a number of specialist careers officers have been appointed to work with ethnic-minority youngsters. This has often been linked to other initiatives designed to increase the number of such youngsters participating in the more prestigious parts of the Youth Training Scheme. Careers officers have also been involved in a number of initiatives designed to provide more equal opportunities for girls and young women.*

In Denmark, too, educational counsellors have taken active part in initiatives designed to make females more familiar with technical courses, in view of the promising employment opportunities associated with such courses. The initiatives are often set up in co-operation with the Equal Opportunities Officers working in the Public Employment Service across the country.**

In many countries, special guidance services are provided to attend to the needs of the handicapped, and to help to ensure that adequate facilities are provided to maximise their chances of securing meaningful work.

Linked to this is the possibility that the more open model might make it easier for guidance services to grapple with the importance in many countries of the informal economy based around self-employment and casual work. This economy remains strong in Mediterranean countries like Greece*** and Italy, and has also attracted increasing attention in other countries as their unemployment rates have grown. A rigid professional guidance service operating on bureaucratic principles is likely to find it difficult to recognise the existence of such an economy, or to incorporate any attention to it in their guidance practices. A more open approach may be less circumscribed in this respect.

* Report on the United Kingdom, pp.14-15.

** Report on Denmark, pp.28-29.

*** See Report on Greece, pp.40-41.

A further attraction of the model is that it offers the prospect of significantly improving access to guidance without substantial increases in public expenditure. For the foreseeable future, it seems unlikely that public expenditure on guidance services will be increased sufficiently in any of the Member-States to permit an adequate extension of guidance services on the traditional model in response to the increased demands now being made upon them. If however the existing professional resources can be used to support a more diffuse range of help, a more satisfactory response may be possible.

This range may include:

- Embedding guidance elements more strongly within the curriculum of education and training programmes.
- Using group-work more extensively alongside one-to-one work.
- Exploiting more fully the help offered by computers and other media.
- Supporting more effectively the help offered by less formal guidance sources.

Developments in relations to the first two of these have already been discussed in Section II. A brief discussion of some aspects of the other two is however pertinent here.

Using computers and other media. It is already clear that developments in computers and other media offer important new opportunities to improve the quality of guidance provision and to make it more readily accessible. Extensive use has already been made in most countries of publications, of television and radio, and of other audio-visual aids. In addition, in a number of Member-States, various computerised aids have been developed.

In Denmark, some simple information-retrieval systems using micro-computers (e.g. DUE) have been developed for use in secondary and tertiary education.*

* Report on Denmark, pp.21, 24, 29 and 30.

In Germany, a computer-assisted program entitled STEP-Plus has been developed through which students can post off self-assessments of personal traits and receive back a computer print-out describing suitable occupations and the relevant training opportunities in the area where they live. The system has been field-tested, and is now to be offered to all students.*

In Ireland, a number of simple, inexpensive and easy-to-use computer packages have been developed for use on microcomputers, covering a variety of guidance functions including psychometric testing.**

In the Netherlands, some experiments have been launched on adapting the Canadian CHOICES system. Other experimental projects have included a program (VONDST) developed for use by counsellors rather than by clients; a decision-making program (MIDAS); and a database system ('I-SEE') which is to be on open access to clients.***

In the United Kingdom, a variety of systems matching self-assessment and occupations have been developed for use in schools, of which CASCAID and JIIG-CAL are currently the most widely-used. In higher education the main current aids are CASCAID-HE and GRADSCOPE; work has also started on developing a major Computer-Aided Careers Guidance System (CACGS) which is designed as a learning system rather than as an information-processing system, and which encompasses a wider range of guidance functions than any system constructed to date outside North America.****

There has also been some initial work in countries like France and the United Kingdom in using viewdata systems for guidance purposes: such systems have the potential to bring access to large databases of information not only into the guidance office and the classroom but also into the home. The European Commission in 1985 sponsored a conference to enable Member-States to share their experiences and plans in the application of computers to guidance.*****

* Report on Germany, p.41.

** Report on Ireland, pp.19-20.

*** Report on the Netherlands, pp.22-24.

**** Report on the United Kingdom, pp.12 and 19.

***** The Role of Computers in Guidance and Counselling: Brussels, November 4-6, 1985: Conference Proceedings. Enschede: Netherlands Institute for Curriculum Development, 1986.

At the conference, it was suggested that computers should be seen not as an alternative to guidance services, nor even merely as a tool for use in such services, but rather as an agent of change which could significantly improve the overall quality of the services. In particular, they could release guidance practitioners from the more repetitive parts of their role - information dissemination, for example, and administration of assessment instruments - and could enable them to concentrate on those complementary aspects of the guidance process which make use of their distinctively human attributes: notably their roles as a counsellor and as a manager of guidance resources. Care needs however to be taken to ensure that the systems are developed in a way which encourages clients to use a self-help approach, and which ensures that the systems are accessible to those who need them most - including those who have left the educational system and are experiencing, or at risk of, unemployment.

Supporting less formal guidance sources. A further way to use the expertise of guidance practitioners more effectively is to deploy some of their energies to support the help offered by less formal guidance sources. This will be discussed in more detail in Section IV.4. It seems worth noting here, however, that an addition to the more elaborate training structures described earlier in Section III.1, there may be a need for more basic guidance training provision for teachers and other professionals for whom guidance is part of a much wider role. One of the most effective ways in which professional guidance practitioners can support these groups is by contributing to such training. In the case of teachers, for example, a basic awareness of the place of guidance in schools should arguably be included in the initial training of all teachers, and opportunities should then be provided within their schools for them to reflect on and develop their informal guidance role. In addition, those with more specific guidance

responsibilities should be given some basic skill training as part of the in-service programmes which need to be expanded throughout the teaching profession.*

Quality. Both well-developed computer systems and good training programmes are important means through which professional guidance practitioners can contribute to improving the quality of the guidance offered elsewhere. Certainly quality is a key issue in relation to the more open professional model we have been outlining. There is a danger that guidance offered outside a professional guidance service will not be of an adequate standard. But there is no guarantee of quality even within such services, and if the argument about quality is used negatively and restrictively as a way of attempting to limit the provision of guidance, then fewer young people are likely to receive the help they need.

* See V. Blackburn and C. Moisan: The In-Service Training of Teachers in the Twelve Member Countries of the European Community. Brussels: Commission of the European Communities, 1986 (mimeo).

IV. LINKAGES

1. Linkages Between Professional Guidance Services

Rationale. Section II indicated that in most of the Member-States, the structure of guidance services displays considerable fragmentation and discontinuity:

- Young people may at the same stage have to deal with different services for educational guidance, for vocational guidance, and for various forms of personal and social guidance. Such fragmentation can make it difficult for each of these services to recognise that the young people's problems are often closely inter-woven; it also means that young people may find it difficult to find the source of help they need.
- Young people may at different stages have to deal with different guidance services linked with schools, with tertiary education, with transition programmes, with training institutions, and with employment, as well as with services based in the community. Such discontinuity can make it difficult for each of these services to view young people as developing individuals; it also means that young people may find it difficult to find help when they need it.

These problems have in some cases been exacerbated by poor contacts between services, and by inter-professional friction and jealousy. Particular difficulties have been experienced in several countries between services responsible to educational authorities and those responsible to labour-market administrations, in view of the different cultures in which the two sets of services operate. There have also frequently been tensions between services based within educational institutions and those working into educational institutions from the outside.

Accordingly, efforts have been made in recent years to establish closer and more positive linkages between the different services. These efforts can be at a range of different levels:

- Communication - where no working patterns are changed, but efforts are made to help services to understand what each other offers so that they can, for example, cross-refer young people appropriately.

- Co-operation - where two or more services co-operate on some joint task.
- Co-ordination - where two or more services alter their working patterns to bring them more closely into line with one another, while remaining within their existing professional boundaries.
- Cross-fertilisation - where efforts are made to encourage services to share and exchange skills, and in effect to work across professional boundaries in ways that are likely to re-draw the boundaries themselves.
- Integration - where the cross-fertilisation process is developed to a point where the boundaries between different services disappear altogether.

The underlying aims are to make the most effective use of available guidance resources, and to improve young people's access to the help they require.

Communication, co-operation and co-ordination. In some cases, linkages with relatively modest ambitions are established to facilitate communication or to establish co-operation on specific tasks.

In Luxembourg, for example, the Psychological and Educational Guidance Services (SPOS) and the Vocational Guidance Service of the Labour Market Administration jointly organise information meetings as well as periods of work experience for pupils. In one area, these two organisations together with three other agencies - the organisers of the Vocational Orientation and Introduction Courses, the National Youth Service, and a Local Youth Action group - set up a touring exhibition on the services they each offer to young people and their parents, with the objective of bringing all the services closer to their clients.*

Elsewhere, specific functions and services are co-ordinated. For instance:

- Services based in labour-market administrations frequently distribute occupational information to guidance services in schools; they also sometimes give talks in schools.

In the United Kingdom, for example, the Careers and Occupational Information Centre (COIC) - which is part of the Manpower Services

* Report on Luxembourg, pp.31-32.

Commission - distributes to schools a variety of information and learning resources relevant to careers guidance.*

In Germany, in addition to distributing various publications and audio-visual aids, the Federal Employment Institute sends its vocational counsellors to visit schools to give 'initial school talks'. These usually take the form of two 2-hour sessions in which 'the most salient matters of concern to young people preparing to choose and enter a vocation are to be discussed'. They are generally held in the next-to-last school year of the various streams, and where appropriate are incorporated into the arbeitslehre programmes run by teachers within the school. Their aim is to strengthen the vocational orientation element within these programmes, and also to promote the other services offered by the FEI's Vocational Guidance Service. Usually they form part of a 'contact day' in which the vocational counsellor may also carry out some group counselling and initial individual interviewing sessions, as well as helping the teachers on other organisational and educational matters relating to preparation for vocational choices.**

- Services based in higher education may provide information to schools on the destination of graduates, so that this information can be taken into account by pupils who are trying to decide whether to enter higher education and which course to choose.

In Belgium, several universities produce booklets about the relationship between university studies and employment which are made available to schools as well as to the general public.***

- Systematic cross-referral arrangements may be established.

In Luxembourg, the Psychological and Educational Guidance Services (SPOS) and the Vocational Guidance Service of the Labour Market Administration act in a concerted way in individual casework. This means for instance that SPOS, at the end of a period of sustained counselling and advisory work with a particular pupil, will contact the Vocational Guidance Service to help the pupil to achieve entry to the apprenticeship he or she has decided upon.****

- * Report on the United Kingdom, p.9.
- ** Report on Germany, pp.36-37, 40 and 47.
- *** Report on Belgium, pp.22-23.
- **** Report on Luxembourg, p.31.

- Arrangements may be made for passing of client records and reports between services. In particular, in countries where external agencies are empowered to provide guidance services within schools, the school is normally expected to pass records on pupils to the agency for use in individual interviews etc. In most countries, however, there is some sensitivity about passing records about individuals between agencies, especially if it is carried out without the individual's knowledge and consent.

These various specific arrangements are sometimes enshrined in formal agreements.

In Germany, a 'Basic Agreement on Co-operation between Schools and Vocational Guidance Services' has been signed at a national level, and special agreements have also been made in each of the lander.*

In other cases, they are essentially informal.

In Greece, it is now entirely left to each school in Athens to decide whether or not to take pupils to visit the Occupational Information Centre and whether or not to involve vocational counsellors from the Manpower Employment Organisation (OAED) to visit and give talks to groups of pupils. This represents a change of practice: until 1982 vocational counsellors were required to visit schools to give talks, and Athens schools were required to send their final-year pupils to visit the Occupational Information Centre.**

A compromise approach is to take measures to encourage local agreement, without prescribing what form these agreements should take.

In the United Kingdom, the government has stated that it considers it essential for each Local Education Authority to formulate a policy for educational and vocational guidance in careers education within its area. This should set out the roles and responsibilities of each professional group and the ways in which they should work together to ensure that these policies are put into effect. In practice, there is currently considerable experiment and growing diversity in the relationships between schools and the Careers Service. In some cases, careers officers are strongly involved in provision of interviews and other services within the school; in other cases, they operate in a much more limited

* Report on Germany, pp.7 and 46-47.

** Report on Greece, p.34.

external consultancy and support role. The division of roles between careers officers and careers teachers can be based on a number of different models: complementary expertise (e.g. careers teachers being responsible for curricular work, careers officers for individual work), level of involvement (e.g. careers teacher as 'general practitioner', careers officer as consultant), or stages (careers teachers taking main responsibility for the early stages, careers officers for the later ones).*

In some countries, steps have been taken to set up formal mechanisms for the establishment of such agreements, and for facilitating more advanced form of cross-fertilisation and integration where appropriate.

In the Netherlands, an Inter-Ministerial Steering Group on Careers Guidance and Information (ISBV) was set up in 1984 for a period of three years by the Ministry of Education and the Ministry of Social Affairs. Its task is to develop greater coherence and co-operation between their respective guidance services, to establish contact with co-ordinating activities being performed by other governmental and non-governmental organisations, and to make policy proposals applying to both ministries.

In addition, since 1982, a regional Education-Employment Liaison Centre (COA) has been established in each province: part of their remit is to promote greater coherence of activities in the field of vocational guidance. They have accordingly attempted to bring round one table the main groups and organisations involved in the field, including dekanen in schools and in tertiary education and representatives from private guidance bureaux and employment agencies. So far, various forms of co-operation have been established; two COAs have developed a model in which the activities of the different agencies are brought together in a co-ordinated framework; in others, some redistribution of activities has taken place; and in one COA, intensive collaboration or even mergers are being considered.**

In Denmark, all educational and vocational guidance services are covered by the same legislation (the Educational and Vocational Guidance Act of 1981).

In addition, uniform guidelines for co-operation between all groups of counsellors throughout the country were established in 1979 by the Vocational Guidance Council. In accordance with these guidelines, a central guidance counsellor committee was established in each of the 14

* Report on the United Kingdom, pp.24-29.

** Report on the Netherlands, pp.37-38 and 42-43.

counties, along with local committees. These committees were charged with establishing bilateral and multilateral lines of co-ordination on guidance programmes, work-experience schemes, exchange of information on clients, etc. The guidelines attached particular importance to agreeing a distribution of work relating to each other's clients which would make optimum use of their respective expertise.

Alongside this structure, 'contact groups' on educational and vocational guidance were established in each county in 1981 to act as a forum for discussion of guidance matters, particularly in relation to the problems posed by youth unemployment.

In the light of the overlap between these two structures, a new single structure has now been established in 1986 in which both are being replaced by new regional bodies. These will perform the same co-ordinating tasks but with a stronger influence from the municipal and (especially) the employment authorities. The committees are to be chaired by the administrative leader of the regional Public Employment Service.*

Cross-fertilisation and integration. At the level of cross-fertilisation, a mechanism which has developed in at least two countries is cross-sector appointments.

In Denmark, vocational counsellors in the Public Vocational Guidance Service have traditionally been part-time counsellors, some being also teacher-counsellors or student advisers (though this is now less and less the case).**

In France, as we have already seen (p.29 above), the staff of the University Centres for Information and Orientation (CUIO) spend half their time working as orientation counsellors in upper secondary schools.

Another mechanism is the notion of cross-sector training.

In Denmark, there have been various attempts to establish common training for counsellors working in different sectors. In recent years, modest sums of money have been distributed to the regional counsellors committees to establish common in-service courses for the counsellors in each region on an experimental basis.***

* Report on Denmark, pp.1-2 and 45-52.

** Report on Denmark, p.33.

*** Report on Denmark, pp.42-44.

In France, common training courses have been proposed for CIO orientation counsellors and for ANPE careers counsellors, though they have not yet been implemented.*

In the Netherlands, joint initial training courses have been set up for school counsellors and for schooldekanen, sometimes splitting into separate branches in their second year.**

A third mechanism for cross-fertilisation is to establish joint bases where different guidance professionals can work together.

In Belgium, the Psycho-Medico-Social Centres (CPMS/PMSC) are staffed by teams comprising a psychologist, a welfare worker and a nurse. Each pupil is supposed to be observed by the three specialists working in collaboration, unless the pupil has a specific family or medical problem, in which case he or she will be attended to by the relevant specialist. Increasingly, however, roles have become more blurred and flexible.***

In France, the PAIOs (see p.10 above) are staffed not only by their own officers but also by CIO orientation counsellors and ANPE careers counsellors, who are expected to be present at the PAIO for between a half and a whole day per week. Similarly, the Missions Locales include CIO and ANPE counsellors.****

In the United Kingdom, there have been some experiments with the concept of a 'personal guidance base'. These include a scheme in one local authority (Coventry) where schools are being developed as 'pastoral bases' for all young people up to the age of 19, with careers officers being based in the schools to strengthen the bases. There have also been experiments in Scotland to set up a Youth Enquiry Service which would invite a variety of agencies - the Careers Service, colleges of further education, libraries, social-work agencies and the Community Education Service - to pool their information, advice and counselling services in a central base (preferably a YES 'shop' in a busy shopping centre).*****

* Report on France, p.42.

** Report on the Netherlands, p.33.

*** Report on Belgium, pp.13 and 16.

**** Report on France, pp.33 and 36.

***** Report on the United Kingdom, pp.24 and 43.

In some cases these mechanisms may imply movement towards some form of integration between the different services. It should however be recognised that there are also countervailing arguments against the desirability of such integration. In both the United Kingdom* and Germany**, for example, it is strongly argued that in seeking closer collaboration between guidance practitioners in schools and from external agencies (see pp.21-22 and 26-27 above), care should be taken to ensure that the careers officers or counsellors from outside are not placed into roles where they are expected to be teachers: their distinctive value in schools lies precisely in the fact that they are not teachers.

Limitations. There can be other obstacles to efforts to achieve greater linkages between guidance services. It is not easy for services to establish effective forms of collaboration where they are under pressure from governments and other bodies to compete with one another.

In the Netherlands, a new subsidy structure for private guidance bureaux has been strongly criticised by the Careers Guidance and Information Council (RBV) for expecting agencies to co-operate with other agencies for some grants and to compete with them for others. The Council argues that a clear choice between the two models - of co-operation or competition - needs to be made.***

In the United Kingdom, there has been some rivalry and conflict between the Careers Service and the Jobcentres, with staff competing over who can place most young people, and fill most jobs and Youth Training Scheme vacancies. The two agencies are supposed, in the clients' interests, to notify each other of relevant vacancies. But an agency seeking to defend or increase its market share is tempted to 'cream off' the better-qualified clients and to notify only difficult-to-fill jobs and hard-to-place clients. These tensions were increased for a while by suggestions

* Report on the United Kingdom, pp.25 and 27.

** Report on Germany, p.47.

*** Report on the Netherlands, p.31.

that the government should conduct a review of the overlap between the two services. Since a government announcement that it saw no present need for such a review, co-operation between the two services seems to have improved.*

In situations where a sense of competition exists, services will tend to use mechanisms set up to achieve stronger collaboration as means of patrolling the boundaries between services and protecting their own institutional interests.

Services may also be suspicious of such mechanisms as means of establishing political control. In such situations, the issue of whether a leadership role is allocated, and if so, to whom, can be viewed as of great significance.

In Denmark, some counsellors are concerned that the new co-ordinating structure (see pp.62-63 above) places the employment authorities in a very central position. Along with other pressures towards 'efficiency' in guidance, they fear it may imply an attack on the neutrality of their work.**

On the whole, it seems that where linkages are effective, they tend to be established at a local or regional level. Nonetheless, the local representatives of national ministries and agencies often have only limited autonomy, and in the end have to act as their parent organisations direct. It is therefore important that efforts at the local or regional level should be paralleled by measures taken at national level too.

2. Linkages within Institutions

In addition to linkages between professional guidance services, it is

* Report on the United Kingdom, pp.38-39.

** Report on Denmark, pp.50-51.

important to consider linkages within institutions between people with a strong formal guidance role and those with a more informal guidance role.

Schools. Within schools, in particular, there is a discernible trend within several of the Member-States towards recognising and strengthening the guidance roles of most or all teachers, using specialists whether inside the school or outside it in a co-ordinating role and/or as referral points when their special expertise is required. Part of the rationale for this is that pupils often tend to seek guidance from the teachers who know them best. There is also a concern in some countries that all teachers should understand the vocational relevance of their own subject and the relationship between the part of the curriculum they are responsible for and the guidance process.

In Denmark, the main responsibility for both individual and group guidance in the folkeskole is allocated to the classroom teacher, who is normally the main teacher of the class from the first through to the tenth form; the role of teacher-counsellors is to provide support where appropriate, though in practice they do some individual guidance as well.*

In Germany, there are fears that the extension of the Educational Guidance Services may 'deskill' teachers in the guidance area, and a consensus is growing that such guidance should be, in the first instance, the task of every teacher, with specialist services operating in a support role.**

In Italy, official policy emphasises the role of subject teachers in the orientation process in the scuola media.

In the Netherlands, the idea is strongly entrenched that every teacher is a counsellor, even in the case of vocational guidance, and that guidance should form an integral part of the curriculum. In particular, most pupils find themselves attached to a particular teacher who acts as a 'mentor': his or her role is to provide a congenial social setting for the pupil's life at school, as well as to offer help and support at times of anxiety, distress, dilemma or failure. There are however difficulties

* Report on Denmark, pp.15-20.

** Report on Germany, p.26.

in relating the work of mentors to that of dekanen and (where they exist) school counsellors, due to the lack of clarity about the different roles and their future development, and competition for the limited hours which each school is allocated for work other than direct teaching.*

In the United Kingdom, most schools have a pastoral-care system in which each student is allocated to a particular house or form tutor who has various guidance as well as administrative responsibilities in relation to him or her. In some cases, the tutors are also responsible for the 'pastoral curriculum', which covers elements of careers education as well as of social education, moral education and health education which are similarly focused around pupils' individual lives. In some cases, too, efforts have been made to introduce aspects of careers education into other areas of the curriculum. Sometimes the careers teacher is given a formal responsibility for helping to co-ordinate such activities; sometimes he or she is left in a more weak support role.**

In Ireland, too, some schools have set up a pastoral-care system and/or have attempted to introduce elements of personal, social and careers education into the school curriculum. Guidance counsellors may be given responsibility for co-ordinating and supporting these programmes, but there are also schools in which they work alongside the programmes, with very little contact between the two.***

The relationship between the 'first-in-line' teacher or tutor and the specialist guidance teacher can clearly be problematic, particularly as the latter have often not been trained to perform the managerial functions implicit in a 'co-ordinating' role. While in some cases they are able to adopt such a position because of the respect they are able to command, often they are confined to more of a support role. Either way, however, it is important that their work should be carefully linked to the work of other teachers carrying out guidance responsibilities.

Other sectors. In tertiary education, too, issues of guidance linkages within institutions may arise.

* Report on the Netherlands, pp.15-16 and 39-40.

** Report on the United Kingdom, pp.23-24.

*** Report in Ireland, pp.22-23.

In Germany, for example, there has been concern about the fragmentation of the counselling services provided for university students. Proposals have accordingly been developed for an integrated student counselling system comprising five units: a central student service, to play a general co-ordinating role in addition to its specific roles; a university information service; a department-based student service; a psychotherapeutic student service; and an academic vocational guidance service. The model has so far been tested at one university (Ulm).*

Such issues may also arise in services based in labour-market administrations.

In Ireland, for example, a professional distance has tended to be maintained between occupational guidance officers and placement officers, the latter taking a more pragmatic and industry-focused view of their role. Recently, however, efforts have been made to establish closer working relationships between the two groups, with a broadening of the placement officers' role, and with occupational guidance officers increasingly performing a co-ordinating and consultant role in relation to them.**

In institutions where there is no 'in-house' guidance specialist, the issue of how to co-ordinate and support the guidance role of the 'first-in-line' teacher, supervisor, etc. becomes both more pressing and more difficult. In transition programmes, for example, there often is no-one with a specialist guidance role. Accordingly, forms of support from outside agencies have to be established, and this can sometimes cause problems.

In the United Kingdom, for example, particular attention in the Youth Training Scheme has been given to the guidance role of the 'first-in-line' supervisor or manager, with assistance from specialist agencies - including, especially in the vocational area, the Careers Service - where appropriate. Some careers services have aimed to see trainees at regular intervals during their training. This has however produced some resistance, leading to careers officers finding themselves cast as general trouble-shooters between schemes, trainees and the Manpower

* Report on Germany, pp.22 and 24-25.

** Report on Ireland, pp.29-30.

Services Commission. In many cases, accordingly, the frequency of such visits has been reduced. More contact tends to be established towards the end of the scheme, when trainees require specialist guidance on the employment and other opportunities available to them.*

It may be that, if the notion of guidance teams were established in all institutions occupied by young people, with specialists in a co-ordinating or support role, this might avoid the frictions which can sometimes occur between services based on a traditional professional model and services based on a looser approach.** It might thus make it easier for effective cross-institution linkages to be established of the kinds discussed earlier in Section IV.1.

3. Linkages between Guidance Services and 'Opportunity Providers'

So far in this section, we have been concerned with linkages between different guidance services. There have also, however, been a number of initiatives concerned with the linkages between 'opportunity providers' in which guidance services have been actively involved and/or which have had considerable implications for guidance services.

Structural initiatives. In several Member-States, steps have been taken in recent years to establish mechanisms at regional and/or local level to co-ordinate the provision of opportunities for young people - particularly for young people at risk of unemployment. In some cases, these currently involve little concern with guidance provision, though such concern could develop.

* Report on the United Kingdom, pp.35-36.

** See e.g. Report on Ireland, p.50.

In Ireland, for example, the proliferation of state agencies and boards offering transition programmes of various kinds has resulted in the establishment of pilot Community Training and Employment Consortia (COMTECs) to 'bring together manpower and education authorities at local level together with community organisations to ensure improved co-ordination of programmes for young people'. The COMTECs are designed primarily to give local communities more control over the management of programmes for their young people. They may also result in greater harmonisation of such programmes, since this harmonisation may be easier to achieve at a local than at a national level. At present they are preoccupied with the co-ordination of provision: it would not however be an unnatural extension of their role for them to attend to the co-ordination of guidance too.*

In other cases, they have an explicit concern with the co-ordination of guidance provision as part of a wider remit.

In the Netherlands, the Education-Employment Liaison Centres (COAs) are concerned with producing greater coherence in the planning and management of vocational guidance (see p.62 above), and are also concerned with the collection and analysis of labour-market information and with establishing closer linkages between education and training establishments and local enterprises. They thus bring together, at regional level, the social partners, the public authorities, and education and training institutions, as well as guidance services, and they provide a base for exchange of ideas and information and for launching various forms of collaborative action.**

In other cases again - notably the French Missions Locales (see p.10) - they may involve the direct provision of guidance to young people alongside collaborative activities with opportunity providers. In such cases, there is potential for more direct links between the articulation of young people's needs and the design of institutional responses to these needs, though the achievement of such links is likely to require considerable skill on the part of the agency's staff.

* Report on Ireland, pp.43-44 and 50.

** Report on the Netherlands, pp.12-13.

Brokerage. In more general terms, guidance services not infrequently take a leading role in bringing employers together with schools and colleges, operating as a kind of 'liaison broker'.

In Denmark, vocational counsellors from the Public Vocational Guidance Service have for some years operated as secretaries to school contact committees set up to deal with matters like work-experience programmes, work visits, etc. The number of these committees has been reduced in recent years as other stronger mechanisms have been established (see pp.62-63): the vocational counsellors play an important role in many of these committees too.*

In the United Kingdom, the Careers Service has been prominent in a variety of committees and working parties involving employers and educational institutions. Such committees appear to work well where they involve all members in a joint task with clear objectives - for example, implementing the secondment of teachers to industry, or introducing change in a particular aspect of the curriculum - but to be less successful where their objectives are more diffuse or concerned simply with exchanging views.

In addition, a number of careers services have collated information from local employers on the assistance they are able to offer to educational institutions - through visits and work experience for pupils/students, through speakers, through assistance with project work, through surplus equipment and materials, etc. - and have distributed it to local schools and colleges. Such activities not only lubricate communication channels but can also have a pronounced 'multiplier effect' in encouraging employers to increase the range of liaison activities in which they are prepared to engage.**

Consultancy. In some cases, indeed, it has been suggested that guidance services might shift their focus from individual work with young people to influencing the institutions in which young people are based, including schools and colleges as well as employers.

* Report on Denmark, pp.36 and 45.

** Report on the United Kingdom, pp.32-33.

In the United Kingdom, the Careers Service has recently been involved to some extent in the process of curriculum development within schools, particularly where this process has had significant vocational elements. It has also sought to extend its services to employers by encouraging them to draw upon its knowledge of educational qualifications, the local labour market, etc. In addition, it has played a key role in providing information about the demand for different types of training provision as part of the annual planning cycle for the Youth Training Scheme. Some commentators have accordingly suggested that the service should shift more broadly towards an organisation-change role, capitalising upon its ability to cross institutional boundaries.*

(See also p.27 above).

It should however be noted that this would have considerable implications for the selection and training of those working in guidance services: it would require them to develop organisational consultancy skills alongside their existing range of skills. In addition, it is important to be clear as to whether such a role is to be the prime role of the service, or supplementary to its guidance role. It may be that it requires a strong bedrock of guidance skills and practice to give it credibility. In this case, to give it too much prominence might reduce its effectiveness.

4. Linkages between Guidance Services and Informal Guidance Sources

A further set of linkages which is attracting increasing attention is the relationship between guidance services and informal guidance sources within the community. The research on educational and vocational choices shows clearly that formal guidance services are often much less influential on such choices than are the influences of parents in particular and also - to a lesser extent - of other relatives and friends. Indeed, many young people still find jobs through family connections. But while these sources of

* Report on the United Kingdom, pp.26, 32, 36 and 40-41.

influence may be more powerful, they are often likely to be less broadly well-informed in terms of occupational information, and less skilled in terms of guidance techniques.

Parents. Parents are especially important in this respect. Most parents feel they have a responsibility to ensure that their children make a satisfactory transition to adult and working life. At the same time, there is evidence that parents often feel they are inadequately informed and insufficiently involved in the guidance process.* Part of the reason for this is that guidance services are sometimes wary of the power of parental influence and sceptical about whether it is always exerted in young people's best interests. Not infrequently, parents project their own aspirations on to their children; sometimes, conversely, their pessimism about the difficulties of gaining employment may have an infectiously depressing effect. Accordingly, some guidance services prefer not to involve parents in interviews and other guidance activities involving their children.

In Belgium, the counsellors in the Psycho-Medico-Social Centres (CPMS/PMSC) prefer to treat young people as adults and to see them alone. They see this as a way of reducing the influence of parents on some young people who are overwhelmed by parental pressures. They are however constrained by law to send all parents a printed form asking for authorisation to provide guidance. Some CPMS/PMSC take advantage of this to explain to parents their aims and the ways they function.**

In the United Kingdom, too, many careers officers now prefer to see young people alone. Accordingly, there has in some areas been a move away from inviting parents to be present at interviews or group sessions at school. Instead, more careers officers are adopting the practice, when notifying parents that their son or daughter will be seen, of seeking parental views in writing.***

* Report on France, pp.45-46.

** Report on Belgium, pp.32-33.

*** Report on the United Kingdom, p.37.

This is not, though, a universal trend. Some services indeed feel that interviews with parents present are particularly useful where there are conflicts between the aspirations of young people and their parents,* since it makes it possible to explore such conflicts instead of leaving them to undermine the effects of the formal guidance process.

Whatever their stance on this issue, many services have developed other ways of involving parents at the crucial stages when decisions are being made, especially among younger age-groups. In particular, talks to parents' associations have been growing in popularity in several Member-States.

In Luxembourg, parents' associations are becoming more and more aware of the importance of vocational guidance, and are increasingly inviting guidance experts from SPOS, DOSSS, and the Vocational Guidance Service - as well as employers' representatives - to attend local conferences.**

In Germany, too, parents' meetings are considered to be an important part of vocational guidance, and the number of such meetings has increased steadily in recent years.***

In Greece, the new careers education programmes in schools include regular meetings between careers teachers and parents. These meetings take place officially once a year, and are in addition to informal contacts with parents.****

In some cases, the meetings are concerned basically with transmission of educational and occupational information; in others, they are also concerned with suggesting to parents ways in which they can help (and avoid hindering) their children in their career decision-making.

Other initiatives. As was indicated in Section III.4, careers services have also been devoting increasing attention in recent years to making careers

* See e.g. Report on Greece, p.38.

** Report on Luxembourg, p.29.

*** Report on Germany, p.40.

**** Report on Greece, p.37.

information more freely available through the media - the press, radio, television, viewdata systems, etc. - both at national and at local level. Such activities may not only help young people themselves, but may also help the peers and adults with whom young people come into contact to be better informed in any informal guidance they may offer. Careers education programmes and small-group work can have much the same effect, as well as encouraging young people to share information and offer support to each other.

A further point worth noting here is that some careers services have made active use of the career experience of parents, former students and other individuals within the community as resources within their guidance programmes. In this case, parents are being used as resources for children other than their own. Schools, for example, may invite parents and others to come and give short talks to groups of pupils on their own fields of work, or to offer work-shadowing or work-experience opportunities to pupils interested in that field. Similarly, some schools invite former pupils who are now in higher education to come back and share their experience with pupils who are interested in moving in that direction. In these ways, guidance services are acting as a kind of 'switchboard': connecting young people with particular needs to people within the community whose experience may be of help to them.

5. Linkages between Guidance Services and Young People

Finally, it is important to consider linkages between guidance services and the young people whose interests they exist to serve. These linkages are of course very different in nature from those we have been considering so far, because young people are the primary clients of the services. Unless the linkages with young people are effective, guidance services are not able to fulfil their remit.

Client evaluations. The key question here is how young people experience the services on offer to them. Do they experience them as welcoming services which are approachable and serve their interests, or as a mechanistic process to which they are subjected? Evidence here is somewhat fragmentary. Certainly some concern has been expressed in Belgium* and Luxembourg** that under half of the pupils eligible to use the key guidance services at school level actually make use of them. But perhaps it is inappropriate to suppose that most or all young people should want to make use of a particular service. The more important questions may be how people in general view the service, and how the young people who do make use of it respond to it. The data here tends to be reasonably positive, though by no means a cause for complacency.

In Germany, a survey of a representative sample of the population found that 95% knew of the Vocational Guidance Service offered by the Federal Employment Institute, that 77% rated it as being the best of all the existing occupational information sources, and that 56% considered it more client-centred while 27% considered it more labour-market-centred.***

In the United Kingdom, studies of young people's evaluations of the Careers Service tend to show that most have been interviewed by a careers officer, and that a majority have found the interviews useful. Where they are disappointed, this is often because their expectations differ from those of the careers officer: they expect new information, directive suggestions, and direct openings to jobs, whereas the careers officer tends to be more concerned with helping them to clarify their ideas, to disillusion them of fantasies or unrealistic expectations, and to encourage them to make their own job searches.****

Responses. The issue of how far services should seek to meet young people's expressed wants, and how far to provide what the services feel young people need, is a difficult one. Clearly the latter can be over-paternalistic

* Report on Belgium, pp.13-14.

** Report on Luxembourg, p.20.

*** Report on Germany, p.45.

**** Report on the United Kingdom, pp.13-14.

and objectionable or even unacceptable to young people. On the other hand, there are clearly cases where young people are seeking dependency, wanting the guidance service to solve their problems for them rather than to help them in finding their own solutions. In such cases, the service may not have the capacity to solve the problem; and even if it does, it may feel that in the end it shows more respect to young people's autonomy to resist their immediate demands and to help them to take responsibility for their decisions.

Nonetheless, many guidance services have in recent years made efforts to make their services more attractive and accessible to young people. This is very evident in the design of educational and occupational information, which used to be very formal and staid, but is now increasingly adopting the style and idiom to which young people are accustomed in their daily living, and - where adequate finances are available - working to professional design standards. It is also evident in the layout of occupational information centres, which more and more are being developed on an attractive open-access basis.

Participation. A particularly interesting development in this respect, already noted in Section II.4, has been the active involvement of young people in the preparation of information booklets and in running youth information centres. While clearly only a limited minority of young people is likely to be involved in this way, their participation can symbolise the centrality of the client group to the service, as well as the wish to view clients as active agents rather than as passive recipients of help.

V. CONCLUSIONS AND RECOMMENDATIONS

1. Conclusions

Much of this report has emphasised the diversity of practice in guidance services within the European Community. Different Member-States have very different structures and traditions, and this is reflected in the very varied ways in which they approach guidance work. Attempting to define common features and conclusions which cover the Community as a whole is therefore a somewhat perilous undertaking. Nonetheless, three key trends can be identified which have a general if not universal validity.

The first is that educational and vocational guidance is increasingly being seen as a continuous process, which:

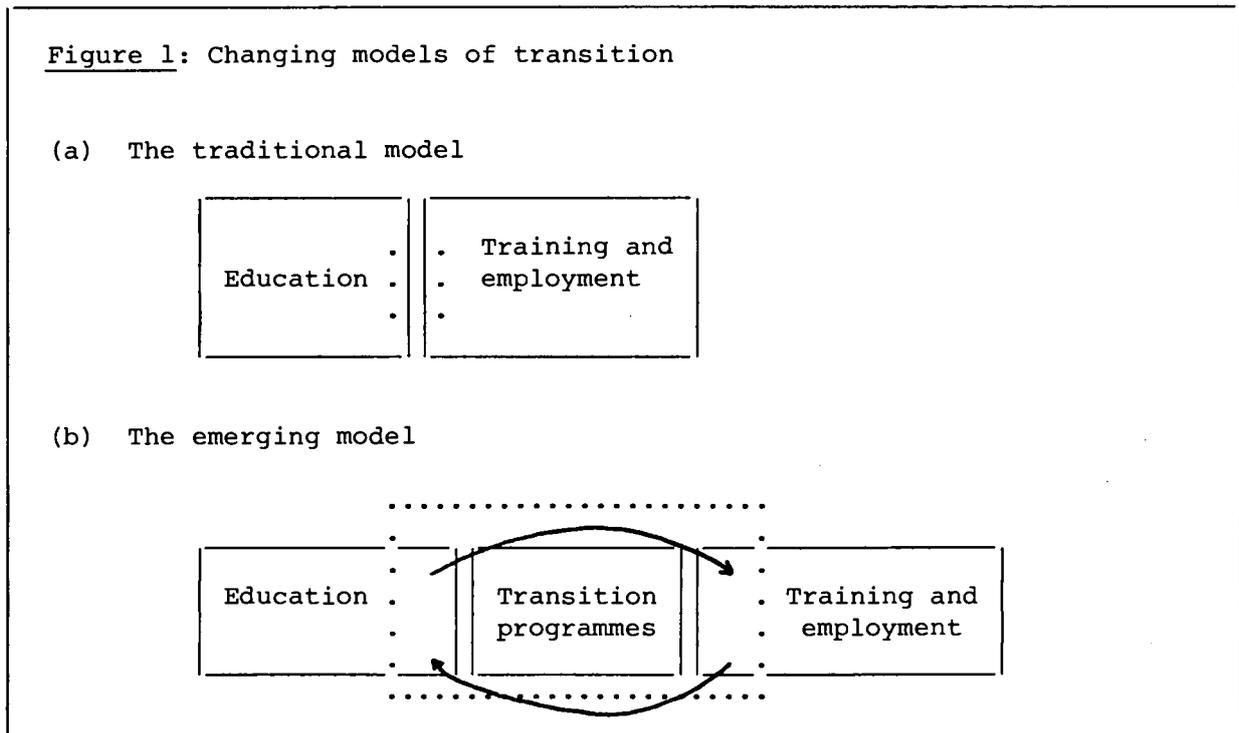
- Should start early in schools.
- Should continue through the now often extended period of transition to adult and working life.
- Should then be accessible throughout adult and working life.

So far as schools are concerned:

- Guidance is more and more being seen not as an adjunct to schools but as an integral part of the educational process.
- This is resulting in the growth of specialist guidance roles within the schools.
- It is also producing a recognition of the need to involve all teachers in guidance to some extent, and to develop ways of supporting them in their guidance roles.
- Guidance elements are increasingly being built into the curriculum, in the form of careers education programmes, work-experience programmes, etc.
- Where external agencies work into schools, their role is now more and more viewed as that of a partner or consultant to the guidance services within the school itself.

Similar developments are taking place to some degree in tertiary education and

in the new transition programmes which have been set up in most Member-States as a response to youth unemployment. The extended period of transition which many young people experience has been accompanied by a growing recognition of the place of work in learning and of learning in work. The result has been the development of new extended transition models, in which guidance is seen as playing an integral and crucial part (figure 1).



Since however a range of different guidance agencies are often involved in this process, there is increasing concern with finding ways of achieving effective linkages between them, so that continuity of support is provided to young people. This is associated in some cases with a growing recognition of the need for improved provision of guidance services for adults, so that those who subsequently wish or are forced to review their career and change direction can be helped to do so.

The second key trend is the move towards what we have termed a more open professional model, in which the concept of an expert guidance specialist

working with individual clients in what sometimes appears to be a psychological vacuum is replaced, or at least supplemented, by a more diffuse approach in which:

- A more varied range of interventions is used. These may include:
 - Guidance elements within the curriculum of education and training programmes.
 - Group-work alongside one-to-one work.
 - Use of computers and other media.
- More attention is given to working with and through networks of other individuals and agencies. This may involve:
 - Supporting 'first-in-line' teachers, supervisors, etc. in their guidance roles.
 - Involving parents and other members of the community as resources in the guidance process.
 - Working with 'opportunity providers' to improve the opportunities available to young people.

Such a model offers the prospect of being a more cost-effective approach to guidance, as well as being based more closely on the ways in which choices actually tend to be made in practice.

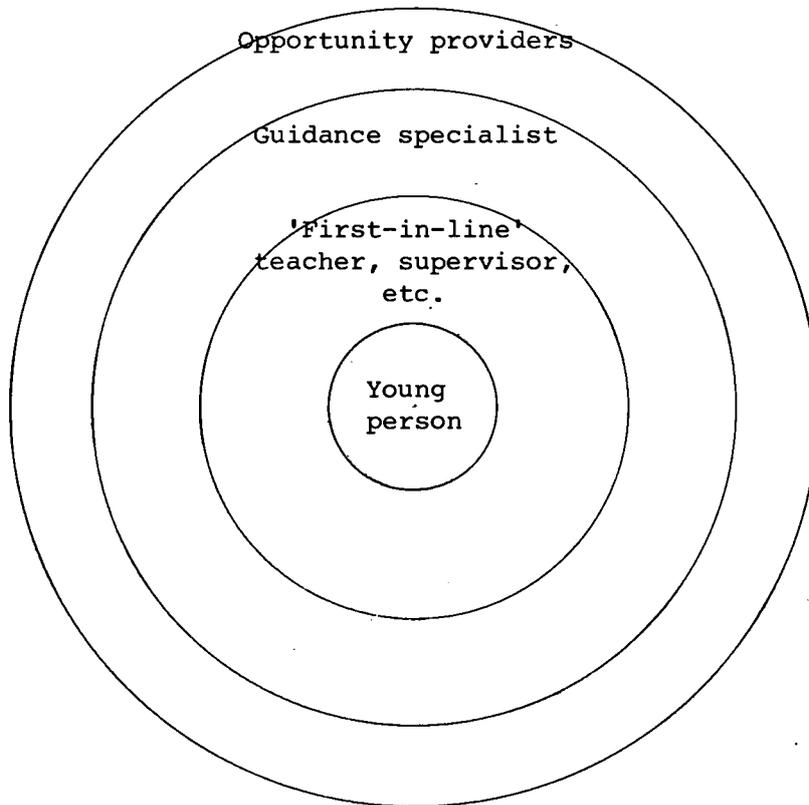
The third and final trend, closely linked to the other two, is towards a greater emphasis on the individual as an active agent, rather than as a passive recipient, within the guidance process. This can be seen in, for example:

- The growth of programmes of careers education, work experience, etc. designed to provide young people with a range of skills, attitudes, knowledge and experiences which will help them in making their own career decisions.
- The growth of interest in counselling as opposed to advice-giving.
- The reduced emphasis on psychometric testing, and the increased interest in encouraging self-assessment rather than 'expert' assessment.
- The development of self-help approaches in occupational information centres and in computer-aided guidance systems.

- The interest in 'education for enterprise' as a way of developing young people's self-reliance and initiative.
- The participation of young people in the preparation of information booklets and in running youth information centres.

The individual young person is thus now increasingly seen as the active centre of the guidance process, with the guidance specialist being available partly as a specialist referral point and partly as a means of activating other resources for young people to draw upon (figure 2).

Figure 2: The centrality of the young person in the guidance process



2. Recommendations

In the light of these trends, we recommend that the Commission should encourage the Member-States to take whatever further steps are needed to ensure:

- (a) That educational and vocational guidance services are available to all young people as and when they need them.
- (b) That schools and other education and training institutions integrate guidance effectively into their curriculum and activities.
- (c) That continuity of guidance is provided to cover the extended period of transition to adult and working life.
- (d) That guidance continues to be accessible throughout adult and working life.
- (e) That in all guidance services, a co-ordinated range of guidance interventions is developed to make the most effective use of resources in meeting the client's needs.
- (f) That effective links are developed between formal and informal guidance providers.
- (g) That young people are involved as actively as possible in the guidance process.
- (h) That initial and in-service training is provided for guidance practitioners to improve the quality of their services and to help them in developing new approaches and techniques.
- (i) That mechanisms are established for co-ordinating and monitoring the provision of guidance services to young people on a continuing basis.

To enable the Commission to support the Member-States in implementing these objectives, we recommend:

1. That every two years, a high-level policy conference should be held:
 - (i) To review progress on the attainment of the objectives.
 - (ii) To examine and disseminate information on relevant innovative developments.
 - (iii) To prepare a report on progress which should be submitted to the Commission.
2. That the objectives outlined above should be incorporated as guidelines in any further action programmes which the Commission may set up in the

fields of education and training and of transition to adult and working life.

3. That visits and exchange schemes should be extended to enable guidance practitioners to learn from developments in other Member-States. Careful attention should be paid:
 - (i) To encourage such visits to cover guidance services in different sectors wherever appropriate.
 - (ii) To ensure that the visits and exchanges benefit from, and contribute to, a developing resource of information on guidance services and practices.
 - (iii) To build and maintain a manual of good practice on the most effective ways of structuring such visits and exchanges.

4. That co-operative projects should be encouraged and supported on themes, related to the objectives above, which are of interest to two or more Member-States. The themes of such projects might include, for example:
 - Organisational models for establishing linkages between services.
 - Initial and in-service training of guidance staff (including cross-sectoral training).
 - The use of computers and other media in guidance.
 - The active involvement of young people in youth information centres and other guidance initiatives.
 - Effective self-help approaches in occupational information centres and youth information centres.
 - Curricular models for incorporating guidance (including work experience etc.) into the curriculum.
 - Methods of integrating guidance into transition programmes.
 - Development of improved access to educational and vocational guidance services for adults.
 - Ways of monitoring the costs and effectiveness of guidance services.
 - Implications for guidance of study and labour mobility between the Member-States.

5. That encouragement should be given to networks of guidance practitioners, researchers and policy-makers on a Community-wide basis. Support should, for example, be offered to enable the network of guidance services in higher education developed by the Rui Foundation in Rome to be maintained and extended to cover the Community as a whole. Similar networks should be encouraged in other areas, working where appropriate with international professional organisations like the International Association for Educational and Vocational Guidance (IAEVG) and the

International Round Table for the Advancement of Counselling (IRTAC).

The Commission will need to establish appropriate administrative mechanisms to service and prepare reports for the high-level conference proposed in recommendation 1, to support where appropriate the implementation of the other recommendations presented above, and to ensure that these various developments are carefully co-ordinated and monitored at Community level.

APPENDIX A: COUNTRY STUDIES

1. V. Pieltain: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in Belgium'. June 1986.
2. P. Plant: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in Denmark'. June 1986.
3. C. Dartois: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in France'. June 1986.
4. L. Busshoff and K.A. Heller: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in the Federal Republic of Germany'. June 1986.
5. J. Tetteri, in association with A.G. Watts: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in Greece'. June 1986.
6. J. Chamberlain, in association with A.G. Watts: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in the Republic of Ireland'. June 1986.
7. M. Mercantoni: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in Italy'. June 1986.
8. F. Sauer: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in the Grand-Duchy of Luxembourg'. June 1986.
9. F. Spoek: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in the Netherlands'. June 1986.
10. A.G. Watts: 'Educational and Vocational Guidance Services for the 14-25 Age-Group in the United Kingdom'. June 1986.

In addition to these, the synthesis report has drawn upon some supplementary information provided by CENSIS for Italy, and by IFAPLAN for the Community in general.

APPENDIX B: OUTLINES OF GUIDANCE SYSTEMS IN THE MEMBER-STATES

The tables in this appendix attempt to summarise the main features of the educational and vocational guidance systems in each of the Member-States. They have been adapted from the tables included in the country studies. In general, services have only been included if they offer a range of guidance activities: services concerned only with information or with placement, for example, are in the main omitted.

1. Belgium

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Psycho-Medico-Social Centres (CPMS/PMSC)	Ministry of Education	Aged 4-21: pupils throughout the period of schooling	Interviews, supplemented by psychometric tests; group work; participation in class councils making educational-choice recommendations
University Guidance Centres	Universities	Mainly aged 18-26: students attending universities	Interviews; information services on educational and (to a lesser extent) career opportunities
Observation and Orientation Service	Ministry of Employment and Work	Unemployed young people aged under 25	Orientation courses, including interviews and psychometric tests; linked to placement service

2. Denmark

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Teacher-Counselling Service (<u>Skolevejledning</u>)	Municipalities	Aged 14-17: pupils in the <u>folkeskole</u>	Supporting classroom teachers; interviews; curricular programmes
Youth Guidance Service (<u>Ungdomsvejledning</u>)	Municipalities	Aged 16-18: young people not covered by other guidance services	Interviews; referral to other services; co-operation with other guidance personnel
Educational Guidance Service (<u>Studievejledning</u>)	Counties; state	Mainly aged 16-23: students attending gymnasia/HP, vocational schools, universities, etc.	Study techniques; interviews; information service on further and higher education
Public Vocational Guidance Service (<u>Erhvervsvejledning</u>)	State (Public Employment Service)	All ages: employed as well as unemployed	Interviews; some group work; information centres; linked to placement service; co-ordination of other guidance services

3. France

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Centres for Information and Orientation (CIO)	Ministry of Education	All ages, but mainly aged 11-18: young people attending and leaving secondary schools; apprenticeship trainees	Observation of students and preparation for orientation decisions; interviews; participation in class councils making educational-choice recommendations; information services on careers and training
University Offices for Information and Orientation (CUIO)	Ministry of Education	Mainly aged 19-24: students in universities	Interviews; information services; sometimes linked to placement service
National Agency for Employment (ANPE)	Ministry of Social Affairs and Employment	Aged 16+: whole population, especially the unemployed	Interviews; some group work; information services on employment and training; placement; administration of unemployment allowances
<u>PAIO/Missions</u> <u>Locales</u>	Mixed	Aged 16-18 (PAIO) or 16-25 (ML): school-leavers and unemployed young people	Interviews; information services on education and training, on employment, and on everyday problems; referral to other services

4. Germany

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Educational Guidance Services (<u>Bildungsberatung</u>)	Federal states (<u>lander</u>); local authorities; universities	Mainly aged 6-25: pupils in schools and students in universities	Interviews; psychometric tests; some group work; information services on educational opportunities
Curricular vocational guidance in schools (<u>arbeitslehre</u>)	Federal states (<u>lander</u>)	Aged 13-15: mainly students in the <u>hauptschulen</u>	Curricular programmes
Vocational Guidance Service (<u>Berufsberatung</u>)	Federal Employment Institute	Mainly aged 13-25: students in secondary and higher education and trainees in apprenticeships	Talks in schools; interviews; some group work; information services on training and employment; placement into apprenticeships

5. Greece

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Careers education within schools	Ministry of Education	Aged 12-17: pupils attending gymnasia and lykeions	Curricular programmes
Vocational guidance service	Manpower Employment Organisation (OAED)	Aged 15+: mainly young people aged 15-18 who have left full-time education	Interviews; information service; selection for apprenticeships; vocational guidance courses for school-leavers

6. Ireland

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Guidance and counselling service within schools	Ministry of Education	Aged 12-18: pupils attending second-level schools	Interviews; curricular programmes; information services
Careers advisory services within third-level institutions	Universities and institutes	Mainly aged 18-21: students attending most major third-level institutions	Interviews; some group work; information services; some placement
Occupational guidance service	National Manpower Service of the Ministry of Labour	Aged 15+	Interviews; some group work; links to placement services

7. Italy

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Guidance programmes in lower secondary schools (<u>scuole medie</u>)	Ministry of Education	Aged 11-14	Observation of students; advice on educational choices
Private educational guidance organisations	Private (some under contract to regional authorities etc.)	Mainly aged 11-19	Group sessions; individual interviews
University guidance centres (<u>opere universitarie</u>)	Regional authorities	Aged 18+: students in last year of upper secondary school and in higher education	Group sessions; individual interviews; information service

8. Luxembourg

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Educational Guidance and Social Services Department (DOSSS)	Ministry of Education and Youth	Aged 12 (pupils at end of primary education); aged 19-25 (students preparing for or undertaking higher education)	Psychometric tests leading to recommendations on educational choices; information service on higher education; awarding grants to students
Psychological and Educational Guidance Services (SPOS) (part of DOSSS, but located in schools)	Ministry of Education and Youth	Aged 12-21: pupils and students attending secondary and secondary technical schools	Interviews with pupils and parents on questions of education and personal development; participation in class councils making educational-choice recommendations; information service on careers and training opportunities; preparation for vocational decisions through interviews, some group work, etc.
Vocational Guidance Service of the Labour Market Administration	Ministry of Labour	Aged mainly 14-16 (particularly young people wishing to enter apprenticeships); also adults	Information on employment and training opportunities; interviews (including psychometric tests where appropriate); placement into apprenticeships

9. Netherlands

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Guidance services in schools	Local authorities	Aged 13-18/19	Interviews; information service on educational and vocational opportunities
Private guidance bureaux	Private	Aged 12-13: now shifting to young people aged 16+	Psychometric testing; interviews
Guidance services in higher vocational education and universities	Institutions and universities	Mainly aged 18-25: students in higher education	Interviews; information service on educational and vocational opportunities
Employment offices	Ministry of Social Affairs	Aged 15+, especially the unemployed	Information service; remedial work with job-seekers with problems; placement

10. United Kingdom

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Careers Service	Local Education Authorities	Mainly aged 14-18: young people attending and leaving educational institutions other than universities	Interviews; group work; information services; liaison work; placement
Careers education within schools and colleges	Schools and colleges/Local Education Authorities	Mainly aged 14-18: pupils and students attending schools and colleges	Curricular programmes; information services
Careers advisory services in higher education	Colleges and polytechnics/Local Education Authorities; universities	Mainly aged 18-21: students attending universities, polytechnics and colleges of higher education	Interviews; group work; information services; liaison work; placement
Jobcentres	Manpower Services Commission	All ages	Interviews (limited); placement
Educational Guidance Services for Adults	Varied	All ages (though provision patchy)	Interviews; information services

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