

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

ITALY, PORTUGAL AND SPAIN



COMMISSION
OF THE EUROPEAN
COMMUNITIES

This document has been prepared for use within the Commission. It does not necessarily represent the Commission's official position.

Cataloguing data can be found at the end of this publication.

Luxembourg: Office for Official Publications of the European Communities, 1988

ISBN 92-825-7855-0

Catalogue number: CB-52-88-025-EN-C

© ECSC-EEC-EAEC, Brussels • Luxembourg, 1988

Reproduction is authorized, except for commercial purposes, provided the source is acknowledged.

Printed in Belgium

Commission of the European Communities

**EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES
FOR THE 14-25 AGE GROUP:
Italy, Portugal and Spain**

Document

This document has been prepared for use within the Commission. It does not necessarily represent the Commission's official position.

Copyright ECSC-EEC-EAEC, Brussels - Luxembourg, 1987
Reproduction is authorized, except for commercial purposes, provided the source is acknowledged.

Introduction to Country Studies - Watts' study on guidance

The Director of the National Institute for Careers, Education and Counselling (NICEC, Cambridge, U.K.), Mr. A. Watts has recently concluded his work on a study on Education and Vocational Guidance Services for the 14-25 age group within the Member States of the European Community.

He was assisted in this extensive and complicated study by a multilingual team, representing all Member States, and in particular by Ms. C. Dartois of the Agence Nationale pour le Développement de l'Education Permanente (ADEP) France, and Mr. P. Plant, Guidance Counsellor, Denmark.

As is well-known, since 1980, unemployment amongst young people has risen dramatically, and Member States have initiated or intensified their programmes of training and work-experience for young people, whether school-leavers or unemployed. A problem encountered by all Member States is to provide the right quality and quantity of guidance for young people in their choices in school or on the labour market. The Second Community programme on Transition of Young People from School to Adult and Working Life has guidance as one of its central themes, and several projects are concerned wholly or partially with this problem. As a result of the Commission's work in this programme, and studies such as that by Professor Dréviron on recent developments in Member States policy on guidance, the Commission's services concluded that it was necessary to make an indepth study on guidance issues, Community wide, for the 14-25 age group, with a view to providing Member States with an overall picture of guidance provision and needs, and to formulating future Community policy in this field.

The study set out to cover in a comparative way the nature and size of guidance services, their staffing and funding, the identity of their clients, and in particular the coordination existing between the different branches of the services. It has now been successfully completed.

A synthesis report of Mr. A. Watts, Ms. C. Dartois and Mr. P. Plant, analysing all the country studies has already been published as a Social Europe Supplement¹.

Each country study was produced by an expert on guidance from the Member State concerned, in cooperation with one of the three coordinators named above. Each study has been written according to the same basic plan, thereby affording easy comparison. There will be four volumes published as follows :

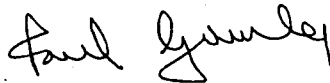
1. Reports from United Kingdom, Ireland and Greece (in English)
2. Reports from Denmark, Federal Republic of Germany and Netherlands (in English)
3. Reports from France, Belgium and Luxembourg (in English)

(1) For information and copies, please apply to :
COMMISSION OF THE EUROPEAN COMMUNITIES
Directorate General V
Rue de la Loi, 200
B - 1049 Bruxelles

4. Reports from Italy, Spain and Portugal (in English)¹

The reports can be read separately since each is self standing, or together with the synthesis report. However only the synthesis report contains the author's recommendations to the Commissions's services and those of Member States. An executive summary of the synthesis report and its conclusions and recommendations have been published as an Article in Social Europe.²

The services of the Commission feel that the quality and range of the country reports will provide a most useful base for information and for policy formulation for administration and policy makers within the Member States, and would like to express their thanks to all who contributed to the success of the study.



Paul Gormley

-
- (1) The country reports on Spain and Portugal do not form part of the synthesis report
 - (2) For information and copies, please apply to :
COMMISSION OF THE European Communities
Directorate-General V
Rue de la Loi, 200
B - 1049 Bruxelles

**EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES
FOR THE 14-25 AGE GROUP
IN ITALY**

**Colette DARTOIS
in association with
Mauro MARCANTONI**

**A contribution to a study conducted by A.G. Watts, C. Dartois and P. Plant
on behalf of the Commission of the European Communities
(Directorate-General for Employment, Social Affairs and Education)**

CONTENTS

	Page
I. Background	1
1. Educational system and school population after the age of 14	1
2. Youth unemployment	6
3. New measures to improve transition or employment opportunities	7
4. Pilot-projects of the Second EC Transition Programme	8
II. The structure and staffing of professional guidance services	10
1. Introduction	10
2. Guidance inside the educational system	12
3. Regional and local administrations	17
4. Other organizations involved in guidance	19
5. Staffing	22
III. Linkages	24
IV. Conclusions	26
References	28

I. BACKGROUND

1. Educational system and school population after the age of 14

Full-time schooling is compulsory in Italy until the age of 14. Its extension until the age of 16 has been discussed, but no new regulation has been set up yet.

Elementary school starts at the age of 6 and lasts 5 years. It ends with an examination that most pupils pass : the "licenza elementare" (elementary certificate). A new curriculum for this school level has been established in 1985, to be in operation in school-year 1987-88. All the pupils then enter the comprehensive lower secondary school, the "scuola media unica" (instituted in december 1962). The scuola media lasts 3 years (normally from ages 11 to 14) and leads to an examination, the "licenza media", that most students pass (2.2% failed in 1983-84). But two problems arise during the scuola media : a rather high repeating rate (12.9% for the first year, 9.4% for the second, 5.4% for the third one in 1982-83), and also a rather high rate of dropping out of school (4.3%, 4.1%, 3.6% respectively for the first, second and third years). That means that around 120,000 young people of 14 years old and more left school without any recognized certificate that year (1).

After the scuola media, students have several opportunities to choose from :

- leave full-time schooling (165,000 young people did so in 1982-83) and, in some cases, enter working life, (only for light work, or industrial work if they are 15 years old); in other cases they will join the ranks of the unemployed;

(1) see references at the end.

- enrol in a basic vocational course, most of which last two years, (280,114 students in 82-83, including a part of the working young people above); these courses (CFP), since 1978, are under the responsibility of the Regional Authorities;
- start apprenticeship in craftwork or industry (599,183 young people in 1983, only 540,451 in 1984); most apprenticeships last 4 years; in 1984, 65% of the employed young people aged between 14 and 19 were apprentices;
- enter one of the channels of the "scuola media superiore" (upper secondary school) as did 2,470,036 students in 1982-83 (2,546,772 in 1984-85); the passage rate from the scuola media to the media superiore was 76.5 % in 1983, and 79.7% in 1984; the percentage of the 14-18 year olds attending the media superiore has increased from 51.4% in 1981 to 56.4% in 1984.

The media superiore divides into :

- "istituti professionali" (short-time vocational institutes), lasting 2 to 5 years, preparing for a large range of different skilled works and leading to the "maturità professionale" (vocational secondary certificate);
- "istituti tecnici" (technical institutes) which cover 8 branches in 3 main fields : commerce, industry, surveyors (one of the 8 is the "feminine institute", preparing for "specifically feminine professions"); most of them last 5 years and lead to the "diploma di maturità tecnica" (technical secondary certificate) of the chosen branch and give entry to university or third-level education;
- "scuole e istituti magistrali" (teacher training colleges and institutes) lasting 4 years, and leading to the "abilitazione magistrale" (teaching ability certificate), giving access to teaching positions in elementary schools, and also to a few university courses (foreign languages, pedagogical sciences); to have access to the other faculties, students have to take a preparatory (integration course) lasting one year;
- classical and scientific high schools ("licei classici" and "licei scientifici"), both lasting 5 years and leading to the "maturità"

"classica" or "scientifica" (classical or scientific secondary certificate), giving access to all the faculties of University and third-level education;

- "Istituti d'arte" (art institutes), 5-years courses, and "licei artistici" (artistic high schools), 4-years studies.

A reform of the media superiore has been planned for years, but the several successive projects had not succeeded so far. This reform would be linked to the extension of compulsory schooling to the age of 16, and divide the scuola superiore into 2 cycles, a first one lasting 2 years and the second one 3 years. This would try to solve two problems of this school level: the high rate of early school-leaving (10.2% left the first year and 8.7% left the second year of the scuola media in 1982-83, comprising 205,000 leavers in total; 8.5%, 6.3%, 5.2% left respectively the 3rd, 4th and 5th years, comprising 50,000 leavers).

That makes around 490,000 young people leaving school before the completion of the second year of the media superiore, of which only one third have passed the licenza media certificate. About the half of them probably attend the regional basic vocational courses. A few of them might have enrolled in the experimental State "scuola media for workers", where 1/3 of the participants in 1984 were aged between 14 and 18 years.

There have been criticisms about the high rate of success at the secondary certificate (2), since more than 90% of entrants have been successful during the last few years. However, in fact, it is not such a high rate as it seems because only about 50% of them reach the final year in which the exam is taken. It seems then that a process of "diluted selection" is at work (3).

Table 1

Distribution of the 14-19 year olds into the main channels in 1984-85

Basic vocational courses :	281,735
Ist. professionali :	503,859
Ist. tecnici (5 years) :	1,156,221
Ist. magistrali :	210,600
Licei scientifici :	400,110
Licei classici :	206,648
Licei & ist. d'arte :	69,334
Total :	2,828,507

Table 2

Leavers at the different school levels in 1982-83 (in thousands)

Without the licenza media (a,b) :	120
Just after the licenza media (b):	165
During scuola sup 1 & 2 (b) :	205
" " " 3, 4 & 5 :	50
With vocation. or teach. cert. (c) :	95
With basic vocation. cert. (rég.) :	90
Just after maturity cert. (d) :	125
During university studies (d) :	150
With university diploma :	75

(a) : having left either elementary or lower secondary school; (b) : partly enrolling in the regional basic vocational courses; (c) : more than half of the qualified go on further studies; (d) : partly enrolling in the regional second level vocational courses.

Elaboration from (1).

It is to be noted that the last few years have seen a slight increase in the students attending both vocational and technical institutes, while there was a decrease in attendance at the classical high schools as well as in teachers' schools.

There is also an increase in the attendance at the regional basic vocational courses, although there is some variation between the regions in relation to the quantity and quality of provision. More than half of the regions have started post-secondary vocational courses also (or "second level vocational" courses) and a few of them operate post-university vocational courses.

Young men of 18 years old have to do their military service, lasting one year. It is postponed by a few years for students.

All the holders of the secondary certificate may enter university or polytechnic schools and university institutes. They have been about 65% to do so, for the last few years (they were 87% in 1970-71, 72% in 1980-81). This decrease in proportion is accompanied, however, with a generally slight increase in overall number related to the increasing number of maturity certificate holders. For the last years, if there have been less students to enter first year at university, the total number is slightly increasing, around 20% of the 19-24 year olds class (746,070 in 1983-84, out of which 256,611 in the first year). A big problem of the university studies (most of them last 4 years) is the high rate of dropping out before the completion of the courses : in 1982-83, 150,000 students left university before the diploma while 75,000 obtained their degrees.

There is some concern about this phenomenon of dropping out of school before completion of studies at all levels of the Italian school-system. An increasing number of innovative projects (727 in 1984-85) have been set up, at various levels, involving 9.6% of the upper secondary schools, 14.1% of the lower secondary schools' forms and 21.4% of the elementary schools' pupils (1). Similarly, eight pilot-projects, in the framework of the Programme "Transition of Young People from School to Adult and Working Life" of the European Community, involve around 2,500 teachers and 24,000 students. All this shows the vitality of an educational system where the innovation comes from the inside and the actors themselves. The positive aspect of this can be limited by the related lack of coordination and of dissemination of the outcomes (1).

2 - Youth unemployment

Although school attendance has been increasing in Italy for the last two decades, the increase in youth unemployment has also been very high. It has been, and still is, much higher proportionally and longer established than in most developed countries. It represents a very large proportion of the total unemployment in Italy (4).

Table 3.

15-24 year olds unemployment in Italy (%)
(extrapolation from (4), (5))

1970	:	1976	:	1977	:	1980	:	1982	:	1983
9.7	:	13.9	:	22.9	:	25.2	:	29.7	:	32.0

In 1984, the figures show that young people (14 to 29 years) comprise 30.9% of the whole labour force, 25.7% of the employed population and 75.7% of the unemployed. Within the latter, 27.8% are 14-19 year olds and 47.9% are 20-29 year olds (4), (2), comprising 1,810,000 young people in total (1). The total unemployment rate is 10.4%.

A slight change in the composition of youth unemployment is appearing:

there is some decrease in the number of those looking for their first job. This however could mean that young people finding a first job have found unstable employment, and therefore have rapidly rejoined the rolls of the unemployed.

Table 4

Unemployed young people as a proportion of unemployed population (%)
(extrapolation from (4))

	Men	Women	Together
14-19	35,2	49,5	27,8
20-24	22,2	31	47,9
25-29	3,5	17,9	
Total	60,9	98,4	75,7

If the proportion of the less qualified is rather high amongst the young job seekers, it is about the same as that in the rest of the unemployed population. However, this particular group may be seen as especially "at risk" (6).

In relation to another specific group, i.e. University graduates, a study by the Ministry of Public Education shows that their integration into working life takes from 9 to 18 months depending on their specialization, the average being 14 months (7).

The observatory of youth integration (EVA : Entrata nella vita attiva) showed, in 1985, the situation of school-leavers; three years after they completed studies and got their certificate (lower secondary certificate and/or upper secondary certificate) 55% were employed, 28% were still seeking their first job, 17% were unemployed, 9% were non-active. The situation was worse in the South than in the North, for women than for men.

3. New measures to improve transition or employment opportunities

Actions to improve opportunities have been set up for the last three years for the whole public as well as for young people : flexible work, part-time work, "solidarity" contracts, etc.

Involving specifically young people (15-29 year olds) :

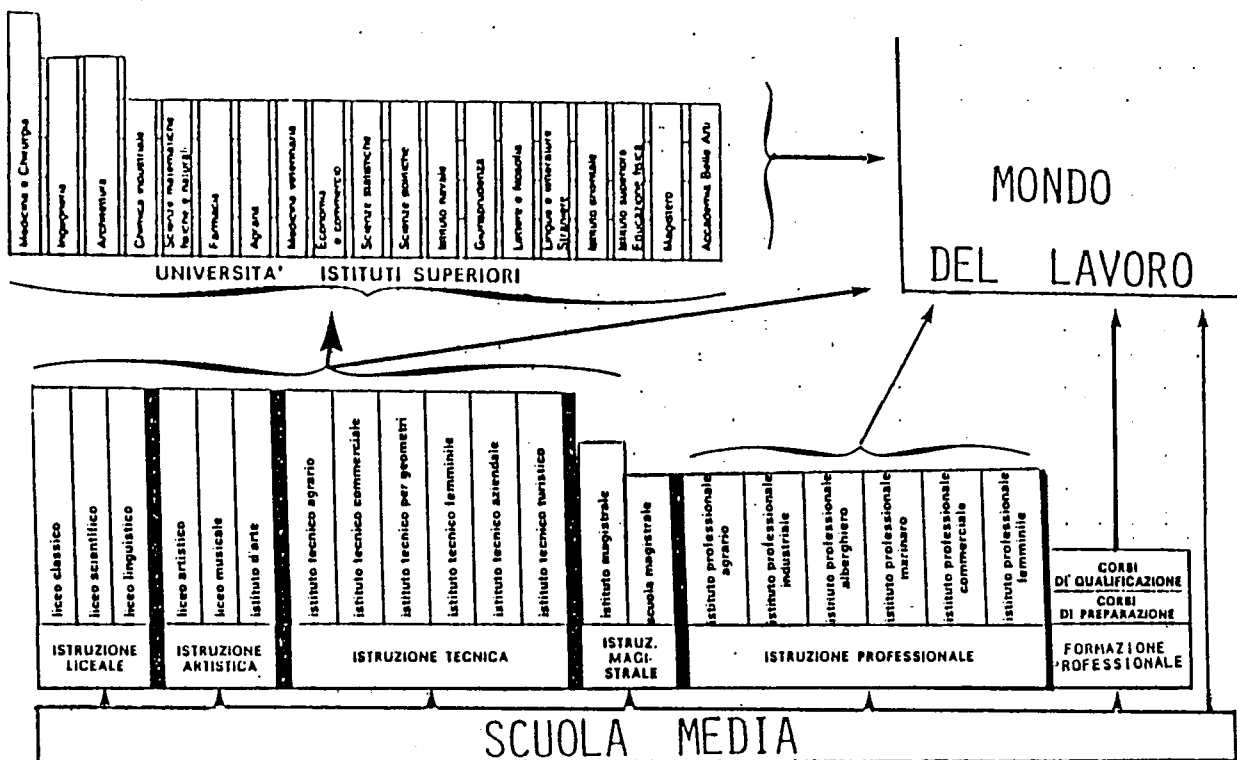
- the labour-training contracts (1983) have involved around 285,000 persons so far (4), (3);
- a reform of apprenticeship in 1984 defines new rules about its duration (18 to 60 months for young people under 18, 12 to 48 months for those over 18, according to the level of skill required), the length of training, the salary; a few regions give incentives to companies hiring apprentices, or set up schemes to improve the quality of the training;
- incentives are given to improve job-creation through new cooperative enterprises : in February 1986, a law was passed defining the contribution of the State in that regard, in aiding new cooperatives launched by young people under 29 years, especially in the Mezzogiorno (South Italy);

a few other regions are also joining the same project (4), (3).

4. Pilot-Projects of the Second Transition Programme of the European Communities

Building on the work of the first Transition Programme, the Second Programme was established after a resolution of the Council of Ministers of Education in 1982. Eight projects were set up in Italy, involving different Provinces, about 2,500 teachers and 24,000 students. The philosophy and field of action of those projects are to build closer relationships between the school and its social-economic environment, and to discover new development trends and possibilities for employment. They have all laid stress upon guidance and have involved in-service training for teachers, as well as the production of teaching materials that can be disseminated throughout the whole country at the end of the projects.

The Educational System in Italy



The Guidance Services in Italy

:	:	Administrative	:	Clients	:	Main Services	:
:	:	Control	:		:		:
:	:		:		:		:
:	Guidance	:	:		:		:
:	programmes	Ministry	:		:	Observation of	:
:	in lower	of	:	Aged 11-14	:	students; advice	:
:	secondary	Education	:		:	on educational	:
:	schools		:		:	choices	:
:			:		:		:
:	Private	Private (some	:		:	Group sessions;	:
:	educational:	under contract to	:		:	individual inter-	:
:	guidance	regional authori-	:	Mainly aged 11-19	:	views	:
:	organiza-	ties)	:		:		:
:	tions		:		:		:
:			:		:		:
:	University	:	:	Aged 18 + = student	:	group sessions;	:
:	guidance		:	in last year of	:	individual inter-	:
:	centres	Regional authorities:	:	upper secondary	:	views	:
:	(opere		:	school and in third:	:		:
:	universi-		:	education	:		:
:	tarie)		:		:		:
:			:		:		:
:	Information:	Regional or	:		:	Information on	:
:	centres	provincial or	:	Aged 14 - 25	:	vocational and	:
:	(Informa-	local authorities	:		:	occupational	:
:	giovani)		:		:	opportunities as	:
:			:		:	well as leisure,	:
:			:		:	travel, etc..	:

II. THE STRUCTURE AND STAFFING OF PROFESSIONAL GUIDANCE SERVICES

1 - Introduction

The first "office for the study of vocational guidance" was set up in the City of Rome in 1921 (8). Since that time centres or foundations have operated in the field of guidance, carrying out research studies as well as offering consultations to young people and their parents and teachers, either under contract with public bodies or on a private basis. This has mostly concerned vocational guidance.

As in several other countries, guidance has had as its first objective "putting the right man into the right place", and used psychometric analysis of aptitudes, for vocational and industrial purposes. Then there followed new theories : a "socio-cultural" one, a personality centred one and, lately, an educational and personal theory (9), rather close to the "career education", as guidance became involved in the educational field.

From 1950 onwards, a national legislation setting out standards has been expected and there have been several successive draft laws. However there is still no general legislation although a new project is on the drawing-board at the Parliament (an attempted synthesis of three previous different projects, approved by a multiparty commission of the Parliament; at the time of writing, it seemed improbable that it would be adopted in 1986).

However, there was a first major change with the reform of the "scuola media unica" (instituting the comprehensive lower secondary school) in 1962 (law 1852/1962). Guidance was decreed to be an organic part of the educational process itself, of the curriculum in the form of "assisting the guidance for young people towards their further choices of an activity". In 1963, in the decree organizing the timetable of the scuola media, "educational guidance" is talked about as a part of every subject, helping students to discover and develop their own interests and aptitudes in view of the educational and vocational choices they will have to make.

A concretization of the guidance activities in the lower secondary school was made through a further law (942 in 1966) which made the financial allocation for this activity. In the framework of this law, for one decade, directives were given every year by the Ministry of Public Education concerning the organization of guidance. One of these annual directives (in 1975) introduced the role of the "school guidance counsellor".

In 1973 were created, at local level, the school-districts which were given a role (among others) in educational guidance : a decree in 1974 lays down that the School District Council has the task, every year, to set up, in relation to the school councils as well as regional and local bodies, the programme of educational guidance activities and services. These services were not administered by the Ministry of Public Education but were under contract with its administration; most of them were the centres for educational and vocational guidance (COSP), which were part of the provincial organizations for technical education; some of them however were professional or private organizations.

Meanwhile, "vocational guidance" was still under the responsibility of the Ministry of Labour, operated through services recognized by the Ministry, and relating to unemployed workers getting training courses, apprentices, young people enrolled in vocational training, handicapped workers.

The last, and most important event in guidance organization was the 1977 law (following the 1970 law on decentralization) that gave to Regional Authorities responsibility on areas of vocational guidance (as well as for vocational training), underlining the responsibility of school districts on educational guidance and thus maintaining the distinction between educational guidance and vocational guidance. In the framework of this law, the provincial services of technical instruction which administered the guidance centres were eliminated or transferred to the regional administration, as well as the guidance centres of the national office for those suffering from industrial

accidents (which was previously under the responsibility of the Ministry of Labour) (10).

Since that dividing up of the guidance roles between the regional authorities and the school districts, although the necessity of coordination is often underlined, there have been two main streams. On one side, the school district has the task of planning the educational guidance activities and services, and gets a financement for them (although limited), and it works on behalf of the provincial school council, the provincial administration of public education, and of the Ministry of Public Education which gives the general directives, gets and distributes the budget for these activities and coordinates them. On the other side, every regional authority may define by regional law its policy in matters of vocational guidance, and decide upon the financial allocation for it. They have responsibility, anyway, for vocational guidance for the apprentices, students of the vocational training centres, workers in "conversion" training and disabled persons. So far, the regional policies, as well as the regional achievements in that field, are very different from one Region to another (11). Finally, farm workers and their families have access to their own regional organizations for guidance (law 153/1975).

To complete the 1986 landscape of guidance in Italy, one should mention that the Ministry of Labour would like to enlarge the activities of its local offices so as also to offer guidance information (an experiment is being launched in 20 unemployment offices at provincial level).

2 - Guidance inside the educational system

In the lower secondary school (Scuola Media)

As has been said before, since its creation in 1962, guidance is a central aim of the comprehensive lower secondary school. As has already been stated the scuola media is the last step of compulsory education, and the choices at the end of its third year are of some

importance. Although the legal texts are not very clear, it is widely assumed that the education system is the best way for students to discover and improve their own interests, aptitudes and abilities, and that teachers are the best placed to help them. This was reasserted when a new curriculum for the scuola media was set up in 1979, where two of the main objectives are related to guidance in a broad sense : the school links to the world, that is to say it helps students to acquire a knowledge of social reality, and to recognize the ways that people use to earn a living and to transform their "conditions of life". The school also guides, which means that it contributes to the students' own development, to the discovery of their own identity, to their ability to make their own choices according to their self-image and their personal "project of life" (11). A more educational objective can be seen as a mean to achieve this : the school has the aim of helping students to acquire logical, scientific and technical abilities, and a better knowledge of themselves.

To summarize, guidance is seen as a formative process, to be integrated into every subject of the curriculum, and into the whole educational process of the school.

Although detractors say that if it is difficult to isolate guidance activities per se, it is difficult to be sure that there is any guidance at all..., there are people in the educational and social field who think that the laws on the scuola media are good on the whole. There seems to be some consensus about it, and about the importance of the teachers' role in guidance. This led to some debate when a draft law (in 1980) was published which proposed to set up new centres of information and orientation outside the school, and a new role (really a new profession) : the "guidance counsellor", with a specific post-graduate training. This law, however, was never adopted.

However, a problem arises from the conception of guidance as a part of the educational functions : the competence and/or the training of teachers in guidance. The official definition of the teachers' functions still do not explicitly mention any role in guidance. The

principles have not been followed by operational programmes to implement them on a general and institutional basis. Studies have shown that teachers are not very aware of their guidance role, or that they do not know how to play it (12).

Attempts have been made to solve this problem and to improve teachers training and activity in the field of guidance, notably in few pilot-projects of the first EC Transition Programme. One of them set up a course, including group training, practical activities in school, and dissemination of relevant material, for 46 teachers of the scuola media. The experiment produced substantial increase in the guidance activities of 30% of the participants, though, at the other end, 10% still engaged in no formal guidance activities at all. The main contents of the training were :

- an analysis of guidance needs during adolescence,
- what work means to the young people who are being counselled,
- the development of information and communication skills,
- the development of relationship skills (13).

Other studies have tried to define the competencies needed by the teachers to assume their role in guidance. One of these suggests that, apart from a deep knowledge of the subject taught, the teacher would have a knowledge of the cognitive and learning process, developmental psychology, social psychology, education sociology, assessment, differential psychology, research methodology, information about careers and related training; practice in relationship skills, knowledge of the specific problems of guidance ! (14). Such a competency could be acquired either in initial and/or in in-service training. The author of this study notices, moreover, that most of the above subjects are integral parts of teaching competencies. But actually there is a large disparity in matter of in-service training for teachers according to regions, school districts, even schools. Although it is quite difficult to get any figures about this, it is probable that only a small number have been involved so far. However, among the experiments and pilot-projects going on in schools, a good many are concerned with guidance.

In the upper secondary school (secondaria superiore)

It is to be noted that, in the current legislation on the upper secondary school, there is no mention at all of guidance, except in the regulations on the leaving examinations (1969), where it is said that the "commission (for the exam) gives its own assessment regarding ... vocational orientation and ... the choice of university studies" (11).

However the upper secondary school has been awaiting a reform for many years. This reform is still on the drawing-board. One of the problems which has to be solved is precisely the place of guidance in the new (future) upper secondary school, related to the extension of compulsory education. Would the first year become a comprehensive "orientating" year? or would the two first years be dedicated to that purpose? Can the upper secondary school prepare for university studies as well as for integration into adult and working life, and if so, how?

One of the main problems, and criticisms of the educational system, is that it is closed in upon itself, far away from the world of work, and that the connexion between supply (i.e. young people) and demand (i.e. industry's needs) does not happen. So there is a great deal of concern about guidance in the upper secondary school. Most people still think that guidance is the job of the school and of the teachers, and the same ideology applies here as in the scuola media. That is probably why most experiments and activities about guidance take place at this school level, launched by varied organisations and bodies. Most of these involve the headteachers of the schools as well as teachers, students and parents.

Among these activities about guidance, in-service seminars for school teachers and headteachers are organized at regional or local level by AIOSEP, the Italian association for educational or vocational guidance. Most of these seminars are on guidance within the future reform of the upper secondary school. Other initiatives, and most experiments give a prominent place to the teachers' training.

As far as the professional and technical institutes are concerned, a few projects are aiming at the implementation of work experience ("stages") for the students.

In University

Following the same conception of guidance as a part of the curriculum and of educational institutions, a decree in 1980 specified that the full-time lecturers would have to dedicate a part of their service's time to play a guidance role towards the students (actual or future students) about the choices of their main and optional subjects of studies, their achievement and eventual reorientation. The same decree created also a tutorial function to be assumed by academic staff vis-à-vis the students; such a role includes some guidance element.

Beside this pedagogical guidance, several types of guidance organisations exist within universities. A few universities have their own guidance centres; in some others, the psychology faculties offer guidance services or experiments. Most regions operate students services (Istituti per il diritto allo studio) which deal with general students' problems (accommodation, grants, etc.) as well as guidance (choice of studies, help in placement); some students associations as well as graduates associations work in the same field.

An experimental guidance scheme was set up in the University of "La Sapienza" in Rome a few years ago, on behalf of the Ministry of Public Education. The Department of Psychology of this University offered guidance activities to students from the final year of several upper secondary schools. These interventions included consultations, psychometric testing, group information, dissemination of informative material.

Within the school-districts

If the school districts have a responsibility in guidance, not all of them exercise it. This might be explained by the fact that they often do not have the necessary financial and (particularly) human resources to carry out this task. The 1983 report on guidance activities in Italy (11), which used postal questionnaires to gather information, received 146 (out of 760) answers from the school districts. Out of the 146 answers, 16 said they had had no activity in relation to guidance for some years. (NB : there were very few answers from other school administration units at provincial level).

When services exist within the school districts, most of them are former guidance centres, under contract. These centres are seen as a complement to the teacher; they are available, on request, mainly, it seems, in difficult cases, for students having learning, personal or relationship problems. They are a part of the more general "support services", and include generally : a social worker, a psychologist, a nurse or medical worker, and a guidance counsellor. They are supposed to "follow" permanently the students to be able to make the appropriate intervention when needed. It seems that these services carry out too a number of psychometric assessments on request from the students or their families during the last year of the scuola media, which is the first important point of choice. These centres do not exist everywhere and it is rather difficult to give any figures about them. They operate directly in relation to the schools more than to the district's administration.

3 - Regional and local administrations

As we have seen before, since 1977, the regions are in charge of the vocational guidance. Here again, the picture is very varied. A few large regions (Piemonte, Marche, Emilia-Romagna) have delegated their responsibility to the provinces, even (Toscana, Umbria) to intercommunal associations or to mountain communes. A few regions (Lombardia, Puglia) manage the guidance activities through their own guidance centres or institutes. The regions with a special status (Trento-Bolzano, Friuli-Venezia-Giulia, Sicilia, Sardegna, Valle d'Aosta) operate through a (local) central organization. A few provinces and local communities also administer their own guidance centres. Here too, figures are difficult to get. For the same 1983 report (11), the reply rate was : 9 out of 19 for the regions, 24 out of 95 for the provinces.

The regional legislation about guidance is very diverse : in a few cases, the subject is no more than mentioned in passing. But, on the

other hand, initiatives have been developed in some regions. Mention should be made, for instance, of the creation by the province of Alessandria, in Piemonte, in 1984, of the "Fondazione centro di orientamento" (guidance centre foundation). This brought together all the relevant local organizations : the seven main town councils, the seven school districts, the provincial administration, the industrial union, the commerce, industry and crafts Chamber, the local savings bank, with the participation of the provincial educational administration and a representative of the Region. One of the first objectives of this foundation is to bridge the gap between educational and vocational guidance and to face in a coordinated way the needs and problems arising from the complexity of transition from school to work. It is open to students, families, teachers, representatives of the world of work, to facilitate the circulation of information in order to guarantee well considered personal choices by young people (15). Among its activities in 1986, the Foundation has developed an information programme about University studies, addressed to all the final year students of the upper secondary schools in the province. This programme included a general meeting, held in Alessandria, of students with University representatives, meetings of the same kind at every secondary school and individual or small group interviews with various professionals.

Other similar centres have been set up elsewhere. In Region Toscana, there is a pyramidal organization as follows : the Regional Authorities decide upon the main orientations and financing : the nine provinces (which are coordinated with the regional representative in the "inter provincial group for guidance") plan the guidance activities at their own level. These activities are implemented by local organizations through 33 communal or intercommunal associations. The whole organization employs around 50 guidance workers (having the appropriate qualification : sociology, pedagogy, economics). Activities range from research and studies to individual interviewing, information and in-service training for teachers, curriculum development, production of informative material, etc.

Among the main services operating in other regions, there are the COSP (Centre for education and vocational guidance) in Torino, region Piemonte and the COP (Centre for vocational guidance) in the province of Trento.

The North and Central Italy have developed many more initiatives of this kind.

In these centres the main interest of the action is the will for coordination behind it.

4 - Other organizations involved in guidance

Private organizations such as private foundations and associations, some of which are related to religious organizations have operated in the field of guidance for many years. Many of them continue to do so, in some cases in cooperation with public bodies i.e. regions, provinces, communes. In some cases, although they are operating on a private basis, they are the only guidance service to be offered to the local population.

Some new private guidance services have been recently set up on behalf of workers unions. In the present situation and in the absence of a national legislation, almost anybody can start a guidance centre.

Professional and Industrial organisations

For the last few years, employers' organizations have shown a new interest in creating closer relationships with the educational system, notably in the field of guidance and transition. The participation of companies representatives in meetings in schools on the world of work, or field visits for students in companies are now commonplace. Such relationships can be extended to the school districts, and include other local or regional public bodies.

The major industrial organization, the Confindustria, has drawn up a large policy and action plan in this field. The main objectives are : to develop the image of industry inside the school and to pass on a minimal knowledge about industry; to develop, in the school, a

"culture" of industry, notably for guidance purposes. The relevant activities include : a training plan for teachers, curriculum development research, the use of business games in school, teachers' and students' visits to companies ("open company"), work experience for students, etc. A guide has been published to help the local employers' associations to implement these activities (16).

A joint initiative in 1986 : the three days for guidance

A national initiative was launched in 1986 jointly by the Ministry of Labour and the Ministry of Public Education, in association with the national television network (the RAI). For three days, in April, a number of events at various levels took place : national TV broadcasts on the subject of guidance and transition, meetings, debates and working groups at school or community level, with teachers and students as well as industry and administration representatives, parents, etc. A certain amount of material was published and disseminated on this occasion, to help schools and teachers to organize the three days and to give relevant basic information : a set of six booklets (by ISFOL for the Ministry of Labour) on the economic situation, new ways for transition, etc. and suggestions for teachers on how to manage guidance activities (4); a guide to university studies, by the Ministry of Public Education; a special issue of "Vita Italiana", the magazine of the Presidency of Ministries Council, on the employment policy prospects for the next decade.

None of those responsible for the "three days" event, which only involved the students in the last year of the upper secondary school, think that this is the answer to the need for better organization and implementation of guidance. Nevertheless, it was the first joint initiative by the two ministries concerned. 18000 classes were involved all over the country. The material that was disseminated can be used on a longer term basis. Furthermore, the booklets included a questionnaire for the teachers to complete in order to arrive at an appreciation of the impact of this initiative and of the material. So far, it seems that a large number of questionnaires is being returned which shows the great interest of teachers in guidance.

Parents

The family is still a strong institution in Italy, and parents are generally much involved in the educational system. They participate in every school council as well as in other levels of the educational organization. Parents also seem to play an important role regarding guidance and transition; a recent study on unemployed young people (6) shows that for 65% of these people, the first assistance in their job search comes from their families. In the 1985 report on the social situation of the country (18), the CENSIS also notes that families are increasingly involved in guidance and transition, as well as in economic support for their children, since the state fails to provide enough opportunities in this respect. Among the ways that this is brought about, the report mentions a longer stay for children in the family (even after the age of 25), and a bigger trend towards the transfer of the parents' work to their children, even in industries where they often have a priority for getting a job.

Research institutes at the national level

Several institutes at the national level play a role, through various activities, in the fields of guidance and transition :

- ISFOL is in charge of current surveys for the Ministry of Labour on the labour market, vocational training, and the insertion of young people into working-life (particularly the permanent inquiry "EVA"). For the Ministry of Education it is in charge of the reports on guidance (first published in 1983, second to be issued by the end of 1986), and it is a member of the National Committee for guidance and planning,
- The RUI Foundation carries out studies on guidance in Italy and abroad. It has been in charge of coordinating one of the EEC pilot projects on guidance, and it takes part in the European network of university guidance services. It also lends assistance to regional or educational authorities for the implementation of guidance policies and activities,
- CENSIS carries out studies on the educational system, and has the

task of coordination and/or evaluation of pilot projects, notably on guidance.

Information centres

A new kind of service is rapidly improving in Italy : information services, dedicated either to the public or to services or professionals dealing with them. Among the first ones, we find Youth Information Centres (Informagiovani), which have been in operation for a few years in a few cities (Torino, Forli, Bergamo, Verona, Milano). Most of them are run by local or provincial authorities for, and even with, the young people. A few of these centres are part of the European network of Youth Information Centres, in relation to the EEC Second Transition Programme. Some of them mainly give information about educational or occupational opportunities, others cover the main areas of young people's lives, including leisure time and travelling. The different centres are now occupied with organizing data-bases and inter-connecting them.

Other information centres dedicated to young people are run by workers' unions and provide information on the rights of the unemployed, educational and vocational opportunities, labour-training contracts, enterprise creation, etc.

A few private associations have started similar centres too, for young people or the general public.

5. Staffing

Because of the specific structure of guidance in Italy, there is a relatively small number of professional guidance advisers, probably a few hundred. Some of them are former psychologists or sociologists, some have no specialized qualification, and some have attended a special post-graduate course lasting two years and delivered by the Pontificio Ateneo Salesiano, a private university in Rome.

We have mentioned several special courses for teachers related to various pilot projects or experiments going on in schools. The last years have seen these courses improve widely towards teachers and/or supervisors in the two levels of the secondary school. Some of these courses involve parents as well, and education administrators.

III. LINKAGES

Linkages or coordination may be the main problem of guidance in Italy, although some substantial progress have been made lately.

As we have seen, almost everyone can start guidance activities, and the main characteristic of the Italian situation is fragmentation.

1. At the national level.

Apart from a formal link established through the National Committee for Guidance and Educational Planning (which brings together several ministries including Education and Labour as well as representatives from regions, provinces, enterprises' and workers' organizations, and ISFOL), the main real connection has been the joint operation of the three days for guidance in April 1986. This operation is planned to be repeated during the spring 1987. It will even be enlarged, involving all levels of post-elementary schools, including vocational schools under the responsibility of Regional Authorities.

2. At the regional level.

As we have seen in section II, 1. and 3., the Regional Authorities have legal responsibility for implementing policy and activities in vocational guidance matters. The regions having started important activities in that field have all stressed coordination and establishment of linkages between levels (Provincial, Communal, etc.), organizations (private, state run), schools (general education, vocational education), and between the educative world and the world of work.

Although it is difficult to know how well they are succeeding, it is important to note that they are continuing, and that more regions are getting involved.

Furthermore, in order to better achieve their assignment in matter of guidance matters, they have set up an interregional "Technical coordination committee" (after the initiative of Region Toscana, in 1981). This committee tried first to define common views on distribution of responsibilities for guidance at the regional level. They then started to work on any subject related to guidance including research, informative material, the use of computers in guidance, financing, information centres, etc. They work mostly on an exchange of experience basis, and this committee constitutes, currently one of the main interlocutors at the national level in guidance matters.

After a few years of cooperation, reflections and evaluation of their various experiences, the regions involved in the committee have come to the conclusion that in order to assume their role in guidance matters, they need to refer to an outline law at the national level. This law will more clearly define what guidance is, who is concerned, who has a role to play and which role etc. This will replace the "good will" of a few people or organizations by clear responsibilities and remits.

IV. CONCLUSIONS

Although very fragmented, guidance activities in Italy have become more developed during the past few years, perhaps as a result of the first European Community Transition Programme pilot projects. More and more organizations have been involved in these activities at various levels. However, most of these activities deal with information which has become a very important part of the existing provision in the field of guidance. It is estimated that there is no child, no family who does not receive at least one leaflet a year in relation to guidance, educational or vocational choices.

But the information is not perfectly shared between all the potential users. It is certainly more available in the North than in the South, and in some regions or provinces than in others. The "voluntary way" of supplying these services makes the coverage of the territory at the national level very diverse.

This, accordingly, again demonstrates the need for a wide public service or network of guidance services that will ensure that the needs of all potential users are covered in a satisfactory way.

In the current situation, although there have been a few attempts to overcome it, there is still a factual distinction between educational and vocational guidance. Therefore, guidance activities in schools should be more concerned with future career and vocational choices, as well as with labour-market information. At the same time informative activities from the outside (industry, vocational courses, etc.) should be carefully coordinated with the schools. All the same, guidance information for users having left school should be matched with educational opportunities, in order to help the user to acquire the necessary abilities to use information and to make his or her own decisions.

The need, then, is to consider guidance as a long and continuous informative and formative process, occurring at various moments in life, and to provide the users with a coordinated network of various agencies able to answer their needs.

To achieve this the solution may be to set up an outline law at the national level that would define the rights of the user, the tasks and responsibilities of the various organizations and of the public administration. It would also define the necessity and the ways for close coordination at every level (school, community, province or region, and at state level).

This would give then a stronger framework to implement more innovative projects, designed to last.

REFERENCES

- 1 - CENSIS, Educazione Italia '85 : voglia di scuola, F. Angeli, 1986.
- 2 - F. BARONE, Primato Italiano : l'inflazione dei maturi, La Stampa, 22 - 7 - 1986.
- 3 - G. GIOVANNI, La selezione diluita, Scuola e Professione, 1 - 1986.
- 4 - Ministero del Lavoro - ISFOL, Materiali per le giornate dell'orientamento (quaderni 1, 2, 3, 4, 5, 6), 1986.
- 5 - Scambi Culturali, 5, sett.-ott. 1981.
- 6 - A. DE BERNARDIS, Conoscere i disoccupati, Scuola e Professione, 5 - 1986.
- 7 - Ministero della Pubblica Istruzione, Guida all'istruzione superiore, 1986.
- 8 - M. G. MORIANI, Una pionera dell'orientamento professionale : M. Gasce-Diez, Orientamento Scolastico e Professionale, 4, 1981.
- 9 - A. RAZZANO, I sistemi d'orientamento in Italia e all'estero, O. S. P., 4, 1981.
- 10 - M. G. MORIANI, L'orientamento nell'ambito del distretto scolastico : normativa, problematiche, ipotesi d'intervento, O. S. P., 2-3, 1983.
- 11 - ISFOL - Ministero della Pubblica Istruzione : rapporto sulle attività di orientamento in Italia, Maggioli, 1984.
- 12 - O. ROSSI CASSOTANA, Funzione orientativa docente : modalità vocazionali e formazione, O. S. P., 2, 1984.
- 13 - L. DE LUCA, G. GIUGNI, Formazione in servizio di insegnanti sui problemi dell'orientamento, O. S. P., 1, 2, 1981.
- 14 - L. BONCORI, L'orientamento nell'ambito della formazione universitaria iniziale degli'insegnanti, O. S. P., 3-4 1984.
- 15 - Fondazione "Centro di orientamento" scolastico e professionale della provincia di Alessandria, O. S. P., 2, 1984.
- 16 - CONFIDUSTRIA, L'industria per la scuola, manuale d'azione.
- 17 - S. GALETTI, C. MAGAGNOLI, Orientamento allo sportello, un'esperienza della provincia di Bologna, Scuola e Professione, 5, 1986.
- 18 - CENSIS - XIX Rapporto sulla situazione sociale del Paese, F. Angeli, 1985.

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

J. Ferreira Marques
Faculty of Psychology and Education
University of Lisbon
Lisbon, Portugal

in association with

A.G. Watts
National Institute for Careers Education and Counselling
Cambridge, United Kingdom

A contribution to a study directed by A.G. Watts
on behalf of the Commission of the European Communities
(Directorate-General for Employment, Social Affairs and Education)

CONTENTS

	<u>Page</u>
I. Background	1
II. The Structure and Staffing of Professional Guidance Services	8
1. Introduction	8
2. Guidance in Schools	9
3. Guidance in Tertiary Education	15
4. Vocational Guidance Provided by the Institute of Employment and Vocational Training (IEFP)	16
5. Private Guidance Services	20
III. Linkages	21
1. Between Different Professional Guidance Services	21
2. Between Professional Guidance Services and Guidance Activities Organised by Professionals in Other Fields	23
3. Between Professional Guidance Services and Other Agencies	24
4. Between Professional Guidance Services and the Help Offered by Parents etc.	25
IV. Conclusions	27

I. BACKGROUND

The Portuguese educational system is highly centralised. Certainly there has been concern in recent years to devolve more responsibility to regional and other authorities*, and as from January 1987 the Ministry of Education has been reorganised to incorporate a stronger element of regionalisation (Decreto-Lei No. 3/87). Nonetheless, the normal practice until now has been for most policy matters, major and minor, to be referred to the Ministry; the Ministry, in turn, issues decree laws and regulations, on which the functioning of the official system depends.

The structure of the Portuguese educational system operating in June 1987 is arranged in four levels: nursery education (voluntary, from 3 to 6 years old), basic education (4 years of primary school followed by 2 years at the intermediate preparatory school), secondary education (lasting 6 years), and higher education. The main features of this system are portrayed in figure 1. A new Education Act (Lei de Bases do Sistema Educativo - Law No. 46/86) was published in October 1986, and is introducing some major changes, including the extension of compulsory school from 6 to 9 years. This legislation will be implemented gradually over the next few years and is not included in the information given in this report.

Secondary education. In 1982/83, about one in five young people failed to complete their basic education**; while about one in five of those in their final year of basic education failed to enter secondary education.*** Students

* See e.g. OECD: Reviews of National Policies for Education: Portugal, pp.104-107. Paris: OECD, 1984.

** Gabinete de Estudos e Planeamento: Análise Conjuntural: Educação 1985, p.110. Lisbon: Ministério da Educação e Cultura, 1986.

*** Ibid, p.28.

who enter secondary education usually do so at the age of 12. Secondary education is divided into two stages, each normally lasting three years: the first (from the 7th to the 9th school year) is characterised by a common curriculum; the second (the 'complementary stage') covers a number of different paths. The subjects studied during the 10th, 11th and 12th school years determine which courses in higher education the students will be qualified to enter. Thus their choices at the end of the 9th school year (around the age of 15) have important educational and vocational implications.

The 10th and 11th years of education are now organised in five broad areas: natural sciences, scientific and technological studies, economic and social studies, humanistic studies, and visual arts. This system was established in 1978, ending the traditional separation between high school and technical school courses. Accordingly, all high schools and all technical schools became secondary schools.

In 1983, two other types of paths after the 9th school year were added: the technical courses (tecnico-profissionais), and the occupational courses (profissionais). The former normally last three years, while the latter lasts one year in school followed by a probationary period of six months' work experience (Despacho Normativo No. 194-A/83). Over the last few years, these new technical and occupational courses have been introduced in a large number of secondary schools all over the country. The occupational areas covered are: agriculture, mechanics, electricity, electronics, building, accounting, goldsmithery, chemistry, computers, ceramics, graphic arts, equipment design, textiles, social services, fishing, and optics. The aims of the technical courses are to provide a technical qualification at an intermediate level and simultaneously to offer the general preparation required for access to higher education. The occupational courses lead to an occupational qualification in particular areas of activity.

Tertiary education. The eligibility of students to enter higher education in the official institutions (12 universities, 6 polytechnics and a few other colleges) does not depend on the satisfactory completion of the 12th year alone. A selection system organised by the Ministry of Education takes into account each year the number of vacancies offered by each institution and the preferences and qualifications of each candidate. The selection is based on the school marks attained at the end of the 11th and 12th year, especially in the national written examinations taken at the end of the 12th year. In order to be admitted to the course and the university they prefer, students may try to improve their marks by repeating the examinations.

In 1985, 13,381 out of 23,434 candidates succeeded in entering higher education in the official institutions. Thus, after the 12th year of schooling, many students fail to achieve access to higher education, while others are admitted to courses which are not their first choices. The vast majority of the students in higher education attend official institutions (79,248 students in 1984); about 12% are in private colleges (10,892 students in 1984).* The problem of access to higher education is exacerbated at present by the shortage of places on vocational courses outside the universities: such places are currently very limited, but are due to increase over the next few years.

Apprenticeship. In 1980, with the co-operation of the Ministry of Education and the Institute of Employment and Vocational Training (IEFP), a new training programme in companies was introduced for young people aged over 14 at the end of compulsory schooling. This programme paved the way for the organisation of the apprenticeship system adopted in 1984 with the

* Instituto Nacional de Estatística: Estatísticas da Educação 1984, p.3. Lisbon, 1986.

introduction of new legislation (Decreto-Lei No. 102/84). Youngsters aged between 14 and 24, who have fulfilled the requirements for compulsory education, may sign an apprenticeship contract. The training does not last more than 4 years and requires a maximum of 40 hours of instruction weekly, including general education (Portuguese, mathematics, a unit called 'the actual world' and, if possible, a foreign language) and specific vocational preparation (with a theoretical part and a practical part). The training concludes with a final examination and the apprenticeship certificate issued by the IEFP provides an official occupational qualification. During the training period, the apprentices receive a grant corresponding to a given proportion of the minimum national wage (30% in the first year of training, 40% in the second year, 50% in the third year, 60% in the fourth year). In the development of this apprenticeship system, priority was given to the following occupational areas: agriculture and food production; electronics; computers; mechanics; and services.*

Other vocational training. An OECD report on Portugal, published in 1984, commented that facilities for education and training outside the upper secondary school were much too thin.** The Institute of Employment and Vocational Training (IEFP) is the most active institution in Portugal in the field of vocational training, especially for the industrial sector. There are 13 IEFP training units (Centros de Formação Profissional) in different areas of the country. The trainees are aged 18 and over, and may be employed or unemployed. The duration of their studies is between 12 and 44 weeks. The organisation of other centres of vocational training (centros protocolares)

* Mota, A., and others: Descrição do Sistema de Formação Profissional em Portugal, pp.36-42. Berlin: CEDEFOP, 1985.

** See e.g. OECD: Reviews of National Policies for Education: Portugal, p. 4. Paris: OECD, 1984.

has also been possible through agreements (protocolos) with workers' unions or employers' associations. In co-operation with different regional institutions and local authorities, the IEFP promotes activities and gives financial support through several programmes in the area of vocational training and of integration into the world of work. The Ministry of Agriculture is also involved in the training of farmers and other agricultural workers.*

Employment structure etc. In comparison with more industrialised European countries, the proportion of the Portuguese employed population in the primary sector (agriculture and fisheries) is relatively high: 21.8% at the beginning of 1986. A further 33.6% were in the secondary (manufacturing) sector and 44.6% in the tertiary (services) sector.

The unemployment rate in the total population in 1986 (first quarter of the year) was 11.1%. It was higher for females (15.8%) than for males (7.7%). Almost half of the unemployed (46.2%) were aged 15-24 years (22.9% in the 15-19 age-group and 23.3% in the 20-24 age-group). The unemployment rate for the 15-19 age-group was 13.6%; for the 20-24 age-group it was 16.5%. Most unemployed young people are financially dependent on their parents. In 1986 about 20,000 young people participated in a work-experience programme (Ocupação Temporária de Jovens) organised by the Department of Youth and the Institute of Employment and Vocational Training (supported by the European Social Fund), and 30,000 are expected to take part in 1987: they can stay on the programme for between six months and a year. In addition, in February 1987 a scheme was introduced to provide a subsidy to unemployed young people who were involved in the creation of 'independent activities' for at least 36 hours a week.

The proportion of the population in full-time education was 39.4% in the

* Mota, A., and others: Descrição do Sistema de Formação Profissional em Portugal, pp.55-67. Berlin: CEDEFOP, 1985.

15-19 age-group but only 16.5% in the 20-24 age-group.* All males have to undergo military service for a period of about 15 months around the age of 20/21: those entering tertiary education can defer this obligation until after they have completed their studies.

* Instituto Nacional de Estatística: Inquérito ao Emprego 1º Trimestre de 1986. Lisbon, 1986.

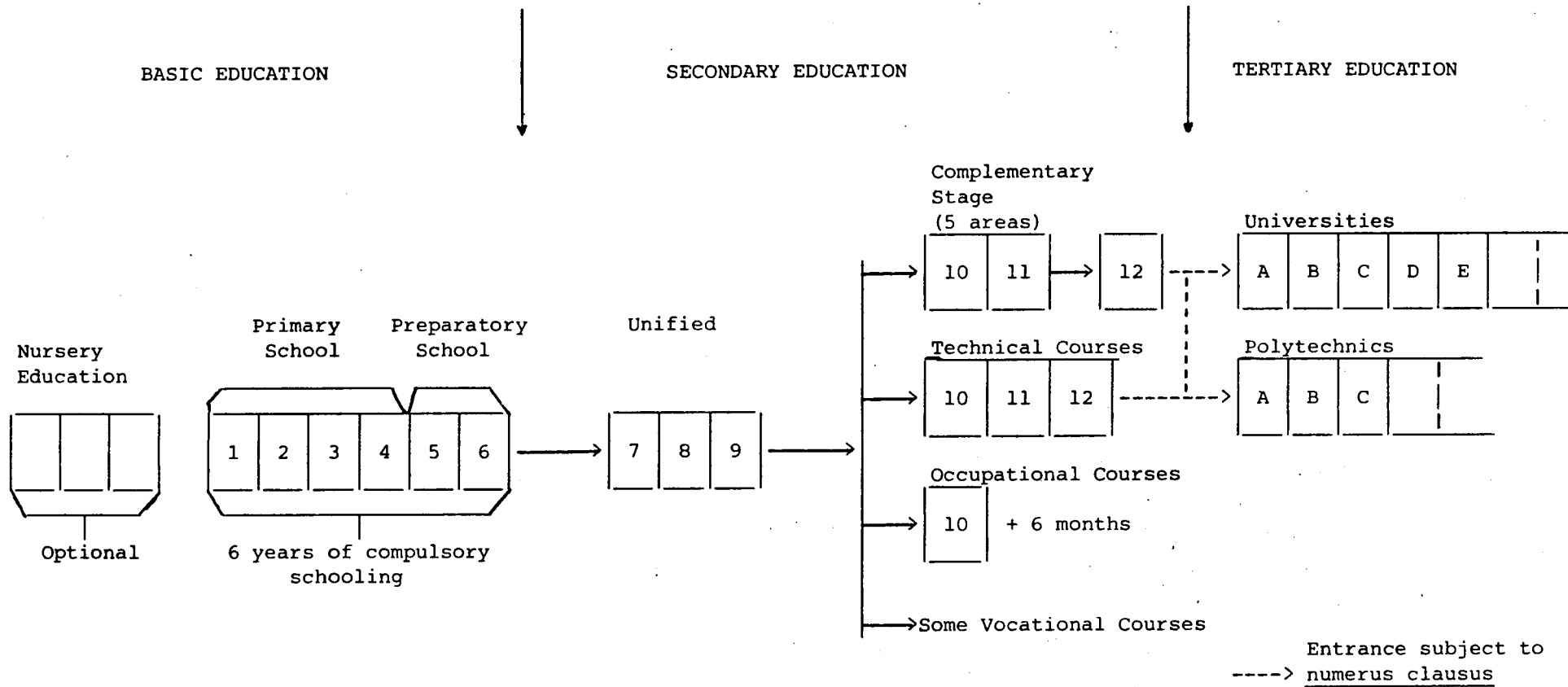


Figure 1

II. THE STRUCTURE AND STAFFING OF PROFESSIONAL GUIDANCE SERVICES

1. Introduction

The educational and vocational guidance system in Portugal is as follows:

<u>Services</u>	<u>Clients</u>	<u>Main activities</u>
(a) Institute for Vocational Guidance (IOP) and guidance services in schools dependent on the IOP	Pupils throughout the period of schooling	Group work; interviews with pupils; advice on educational opportunities and on occupations
(b) Psychological and guidance services in schools, co-ordinated by the Educational and Vocational Guidance Units (<u>Núcleos</u>) in Coimbra, Lisbon and Porto	Pupils throughout the period of schooling, particularly those aged 12-18 and attending secondary education	Curricular programmes; individual and group counselling; visits to work-places; interviews with pupils and parents; information on educational opportunities and occupations
(c) Vocational guidance services provided by the Institute of Employment and Vocational Training (IEFP)	All ages, but mainly young people who have left full-time education	Information on training and employment opportunities; guidance on vocational training and on apprenticeship; links to placement services
(d) Private guidance services	Mainly aged 12-18	Psychometric tests and interviews; advice on educational opportunities and occupations

Services (a) and (b) are covered in Section II.2; this is followed by a short Section II.3 on tertiary education where careers guidance is not yet well developed. Services (c) and (d) are then described in Sections II.4 and II.5 respectively.

2. Guidance in Schools

(a) Introduction

The first developments in the introduction of guidance services in Portugal were initiated by Faria de Vasconcelos, professor of psychology at the University of Lisbon, who founded in 1925 the Institute for Vocational Guidance (Instituto de Orientação Profissional - IOP).

When the common curriculum in secondary education was extended to the 9th year of schooling in 1977, some attention was given to the development of guidance services in schools. The Ministry of Education reassigned to the IOP the task of providing guidance in state schools and asked it to start activities for pupils in the 7th year during the school year 1977/78. Also in 1977, the Ministry of Education decided to admit each year up to 20 teachers from secondary or preparatory schools to a course designed to train perito orientadores (guidance officers) organised by the IOP (Despachos Nos. 103/77 and 171/77). In addition to co-ordinating the activities of these orientadores in schools after completing their training, the IOP offers a public service of individual vocational guidance in its office in Lisbon.

A report on Educational and Vocational Guidance in the Ministry of Education was published in January 1984 by a committee appointed by the Portuguese Government. In the introduction to this report, the situation of guidance services in the school system was summarised: it was observed that although since 1970 there had been some increase in the number of schools with guidance services, by 1982/83 they were still provided in only 5% of preparatory schools and one-third of secondary schools, and even in these

schools only to a limited number of pupils.* Accordingly, the report emphasised the need to define new structures through which educational and vocational guidance services could be made available to all pupils in the Portuguese educational system, and made several specific proposals and recommendations. In particular, it recommended that counsellors (psicologo conselheiro) should be appointed to schools all over the country. Unlike the orientadores, they would not necessarily be teachers, and would receive a university-level training in guidance. There should be roughly one counsellor for each secondary school, but with some flexibility: larger schools might have more than one; smaller schools might share one. The counsellors would be school-based and would be grouped for communication and professional-support purposes into 80 or so Units (Núcleos), each supporting 3-10 counsellors in the local area; these Núcleos would then be co-ordinated regionally. Three of the Núcleos would be linked to the counsellor training programme in the Faculties of Psychology and Education at the Universities of Coimbra, Lisbon and Porto.**

In the event, only these three latter Núcleos have been created, as pilot centres (Despacho No. 118/ME/84). Accordingly, they have assumed a regional co-ordinating function for the counsellors who have been appointed in schools in the North (Porto), Centre (Coimbra) and South (Lisbon) respectively. The development of this new structure was given momentum by the introduction of new technical and occupational courses in secondary education from 1983 onwards,

* A Orientação Escolar e Profissional no Ambito do Ministério da Educação: Relatório da Comissão Criada pelo Despacho Conjunto ME/MTSS No. 86/83, p.5. Lisbon, 1984.

** Ibid, pp.15-16. See Marques, J.F.: 'Organização de Serviços de Orientação Escolar e Profissional no Campo da Educação'. Cadernos de Consulta Psicologica, Volume 1, 1985, pp.193-199.

and by the pressure for extended guidance services which this stimulated. By 1986/87, the counsellors covered nearly two-thirds of the state-run secondary schools in the country. Most of the remaining schools were covered by orientadores or by IEPF services (see Section II.4 below). Only a few rural schools in remote areas offered no guidance services at all.

(b) Finance

All guidance services provided in state schools are free of charge to the pupils. The funding for IOP and for school guidance services dependent on IOP comes from central government (the Ministry of Education). The orientadores are paid as teachers in their respective schools.

The guidance services co-ordinated by the Units (Núcleos) are funded by the Ministry of Education in two different ways: financial support for the contract of each counsellor is provided by the school where his or her professional activities are based; and small direct subventions are made available to cover the general expenses of the Núcleos.

(c) Clients

The clients of the services provided by the IOP and the orientadores are mainly situated in the school system from kindergarten up to the 9th year.* Special attention is given to pupils in the last three years of unified education (the 7th, 8th and 9th years).

In the guidance services co-ordinated by the Núcleos, the policy adopted by the Ministry of Education has been to give priority to pupils in the 9th year of schooling and in the technical and occupational courses. This priority is justified by the existence of the important decision-point at the

* Mota, A., and others: Descrição do Sistema de Formação Profissional em Portugal, p.49. Berlin: CEDEFOP, 1985.

end of the 9th year of the common curriculum and by the implementation of the new technical courses and occupational courses as a pilot project.

Accordingly, a period of 50 minutes per week has been introduced into the timetable at these school levels for careers guidance activities. This programme is voluntary, but over half of the relevant pupils choose to take it. Beyond this, the services of the counsellors are also available, so far as time permits, to pupils throughout the period of secondary education.

(d) Strategies and techniques

The strategies and techniques used by the orientadores include the use of group work, tests and questionnaires, interviews, and advice on educational opportunities and on occupations. Recommendations tend to be based on diagnostic judgements.

Regarding the counsellors, the definition of their duties included in the 1984 report* and generally adopted in the activities co-ordinated by the Núcleos is as follows:

- to promote, throughout the educational process, activities of educational and vocational guidance addressed to all pupils, in co-operation with their parents and teachers, as well as with other educational institutions in the community;
- to provide psychological and psychopedagogical services [e.g. on developing pupils' study skills];
- to facilitate the personal development of the pupils, helping them to know themselves (their capacities, interests and values) and to build their personal identity as agents of their own decisions and of changes in the social, economic and cultural conditions;
- to develop and to use up-to-date educational and occupational information, with the aim of supporting the pupil's exploration of the opportunities offered by the education and training system and by the world of work;

* A Orientação Escolar e Profissional no Ambito do Ministério da Educação: Relatório da Comissão Criada pelo Despacho Conjunto ME/MTSS No. 86/83, pp.7-8. Lisbon, 1984.

- to elaborate, implement and evaluate programmes of psychological development, especially to help decision-making, the implementation of educational and vocational choices, and preparation for the transition from school to work.

Accordingly, systematic attempts are being made to build careers education into the curriculum of secondary schools, normally as separate programmes provided by the counsellors. In some cases, these include work visits and periods of work experience, though the latter only in the occupational courses. Three of the four main aims of careers education, as described by Law and Watts*, are covered - opportunity awareness, self awareness and decision learning - and to a lesser extent the fourth area, transition learning, is covered too.

In addition to curriculum programmes, the main strategies and techniques used by the counsellors include individual and group counselling, interviews and some psychometric testing with pupils, meetings and interviews with parents, and information on educational opportunities and occupations. Guidance on educational and vocational choices tends to be their primary, proactive role; their psychopedagogic work tends to be secondary and more reactive, responding to requests for help from teachers.

(e) Staffing

The staffing of the guidance services in schools linked to the IOP is dependent on the output from the training courses provided by that institute. As was noted earlier, since 1977 up to 20 school teachers have been admitted to these courses annually. During the period of training and their subsequent years of activity in the field of guidance, they maintain their regular pay as

* Law, B., and Watts, A.G.: Schools, Careers and Community, pp.8-10. London: Church Information Office, 1977.

teachers, even though they do not continue to teach. In 1983/84, there were 71 schools with guidance services linked to the IOP: most were in the Lisbon region, and they involved 126 orientadores.* Since then, the number of orientadores has continued to increase.

Regarding the staffing of the guidance services co-ordinated by the Núcleos, the Ministry of Education approved the contracts of 135 counsellors in 1986/87. They provide guidance services in almost 200 secondary schools (some work in two schools). The number of these professionals has grown considerably from previous years: in 1984/85 there were 59 counsellors, and in 1985/86 there were 105.** As a result, the growing pattern is for there to be one counsellor per secondary school, though this is not yet fully implemented (there are about 340 secondary schools in Portugal).

A problem which still needs to be tackled is the current lack of career-development opportunities for the counsellors. Because they are not teachers, they do not have access to the promotion possibilities open to teachers in general (including the orientadores).

(f) Training

The selection of the teachers to be trained as orientadores is carried out by the IOP. They come from different disciplines in preparatory and secondary schools (e.g. modern languages, history, philosophy, natural sciences, mathematics, etc.) and already have a university degree appropriate to their area of teaching. The training course for orientadores extends over

* Mota, A., and others: Descrição do Sistema de Formação Profissional em Portugal, p.49. Berlin: CEDEFOP, 1985.

** Abreu, M.A.: A Orientação Escolar e Profissional no Ensino Secundário e o Relançamento dos Cursos Técnicos, p.6. Coimbra: Universidade Coimbra, 1986. (mimeo).

two school years on a full-time basis, and is followed by a probationary period of one year.

The training of the counsellors is incorporated into at least five years' higher education, and includes a part-time probationary period in the field of careers guidance in schools during the last year of their studies. In terms of content, the counsellor training courses include guidance theory and practice, diagnostic skills and assessment methods, interviewing, group work, labour-market information, job analysis, etc. The Núcleos provide continued support to the counsellors once they have taken up their posts in schools. In Lisbon, for example, the counsellors meet once or twice a month in small groups of 8 or so to share experiences, develop their skills, and undertake joint projects (e.g. developing occupational information materials to be used alongside existing materials like those produced by the IEFP); in addition, each counsellor is visited once a year in their school by one of the university counsellor trainers.

3. Guidance in Tertiary Education

As already described in Section I, there is a selection system organised by the Ministry of Education for limiting access to all courses provided by state universities and other institutions of higher education. In addition to this numerus clausus, the organisation of Portuguese tertiary education implies in general that every student enters a track corresponding to his or her course, and it is very difficult subsequently to change direction.

In this context of selective admissions and lack of mobility in tertiary education in Portugal, very limited guidance services are offered to the students. Students tend only to feel they need educational and

vocational guidance if they want to change the direction of their studies (which is difficult) or if they are having problems in finding a job at the end of their course. Careers guidance is provided to a few university students by educational and vocational guidance services within the Faculties of Psychology and Education at the Universities of Coimbra, Lisbon and Porto.

4. Vocational Guidance Provided by the Institute of Employment and Vocational Training (IEFP)

(a) Introduction

The Institute of Employment and Vocational Training (Instituto do Emprego e Formação Profissional - IEFP) was created in 1979 to integrate a number of different services established during the sixties within the Labour Administration: the Employment Service, where information and vocational guidance services were offered, as well as other institutions in the field of vocational training and rehabilitation.

According to the statutes of the IEFP, one of its duties is 'to promote information and guidance for vocational training and rehabilitation, and the placement of workers, with special attention to youngsters who have left the school system, and to relatively unprotected social groups' (Decreto-Lei No. 247/85, article 4).

The IEFP is a legal entity according to the Public Law, with administrative and financial autonomy, but answerable to the Minister of Labour and Social Security. At central level, there are several Directorates inside the IEFP, and the Directorate of Occupational Information and Vocational Guidance incorporates the Division of Occupational Information and the Division of Vocational Guidance. Around the country, the IEFP has 58 local offices (employment centres) offering vocational information and guidance

services, as well as placement services: this number is to be increased to 85 by 1991. In each of five regions (North, Centre, Lisbon, Alentejo and Algarve) there exists a regional delegation with a co-ordinating role embracing all IEFP activities.

Through its two Divisions, the Directorate of Occupational Information and Vocational Guidance provides resources to be used by the IEFP vocational counsellors (conselheiros de orientação profissional) with youngsters and adults: documentation about careers and educational opportunities, occupational monographs, posters and other exhibits concerning the world of work and occupations, and tests and questionnaires.

(b) Finance

The information, guidance and placement services offered by IEFP are free of charge to their clients. The general budget of IEFP is mainly supported by social-security contributions from employers and employees.

(c) Clients

Between 1984 and 1986, the number of clients seen by the vocational counsellors rose from 11,391 to 14,115; of the latter, 87% were aged under 25. Many of the clients are school-leavers seeking their first job or candidates wanting to enter vocational training. Other clients include 'adults who intend to change their occupation, show occupational indecision, or are looking for vocational training'.* A limited service is also offered by the IEFP counsellors to pupils from secondary schools, especially when these schools have no guidance activities provided by the Ministry of Education. In

* Mota, A., and others: Descrição do Sistema e Formação Profissional em Portugal, p.50. Berlin: CEDEFOP, 1985.

addition, the IIEFP vocational counsellors are sometimes involved in helping public and private organisations with personnel selection, and participate in local activities concerned with sensitising people to occupational-choice possibilities. In a few cases, some guidance elements are incorporated into IIEFP training programme.*

By legislation, vocational guidance is also provided by the employment centres to youngsters who are seeking apprenticeships (Decreto-Lei No. 102/84). Where necessary, a selection procedure is applied by the IIEFP vocational counsellors. This procedure includes the administration of aptitude tests to the candidates.**

(d) Strategies and techniques

The main strategies and techniques used by the IIEFP guidance services include information services, interviews, testing, and forms of liaison work covering placement, vocational training and other activities.

The educational and occupational information developed by the IIEFP incorporates information about vocational training courses, educational opportunities and occupations. The information is mainly in the form of printed materials. It is disseminated by the IIEFP central and regional structures and by the vocational counsellors in the employment centres. The information offered in the local offices may be provided within, or assisted by, an individual interview. Currently, there are plans to develop information rooms to operate on a self-help basis in at least some of the employment centres: one such room already exists (in Santarem), and ten others

* Ibid, pp.36-42.

* See Comissão Nacional de Aprendizagem: Aprendizagem: Fichas Informativas. Lisbon: IIEFP, 1985 (mimeo).

are to be introduced by the end of 1987. Work has also started on the use of computers for information storage and retrieval purposes on education and training opportunities and on job vacancies: in the former case, it is hoped in due course to make the database available on a direct-access basis to clients.

Other types of help given to young people include psychometric testing (mainly aptitude tests and interest inventories) and individual interviews. These are especially used with clients who are seeking their first job or wanting to enter courses of vocational training. There is increasing interest in forms of group work aimed at individuals with common problems.

(e) Staffing and training

The staffing of the IEFP information and vocational guidance services needs to be considered at central, regional and local levels. In May 1985, 20 staff members were employed at central level, and there were also 70 vocational counsellors in the IEFP regional and local structures who were working within and outside the employment centres, with youngsters and adults, unemployed as well as employed.* To overcome restrictions on civil service appointments, some new counsellors have been appointed on fixed-term contracts.

Most of the staff members at central level have had the same training as the vocational counsellors. The entrance requirements for vocational counsellors are a university degree (most often in human and social sciences), plus a special full-time course in the IEFP normally lasting between 4 and 12 months. The only training course which has lasted 12 months was run in

* Mota, A., and others: Descrição do Sistema de Formação Profissional em Portugal, pp.49-50. Berlin: CEDEFOP, 1985.

1985/86 in co-operation with the University of Lisbon (Faculty of Psychology and Education). This course was organised on an alternance basis, covering components under the responsibility of the university (660 hours) and components provided by the IEPF staff (660 hours). The theoretical part of the course consisted of blocks on different branches of psychology and on special topics related to vocational guidance. The practical part of the course included training in the methods and techniques of vocational guidance, such as tests, interviews, information, documentation, etc. In addition to this kind of training, various forms of in-service training are also provided for the vocational counsellors.

5. Private Guidance Services

In some Portuguese towns, guidance services are offered on a fee-paying basis by private agencies or individual psychologists, and are taken up by a relatively small number of pupils during their secondary education. These independent agencies and professionals carry out their guidance functions (mainly psychological assessment and advice on educational opportunities and on occupations) outside the school system. Some private schools also have their own psychological services which include careers guidance, though the proportion of pupils attending private secondary schools is relatively small (15.2% of the total secondary population).*

* Instituto Nacional de Estatística: Estatísticas da Educação 1984, p.3. Lisbon, 1986.

III. LINKAGES

1. Between Different Professional Guidance Services

As described in Section II of this report, educational and vocational guidance in Portugal is based both on the Ministry of Education and on the Institute of Employment and Vocational Training (IEFP) which is responsible to the Ministry of Labour and Social Security. Some efforts have been made in the past to develop co-operation at different levels between the guidance agencies located in educational institutions and in the labour-market administration, but there is no systematic co-ordination of these services at national level.

In the 1984 report on Educational and Vocational Guidance in the Ministry of Education, an entire section was devoted to the links that are necessary between the activities of educational and vocational guidance dependent on the Ministries of Education and of Labour and Social Security respectively. The report emphasised that this co-operation must be permanent and direct. Regarding the regional and local levels, the areas of co-operation that were identified included:

- the development and implementation of guidance programmes;
- guidance activities for youngsters participating in programmes of work experience or of officially-organised leisure activities;
- aid from the IEFP counsellors to schools without counsellors;
- aid from counsellors to employment centres and vocational training centres without a permanent IEFP counsellor.

The same report proposed the establishment of a Technical Committee to arrange co-operation at the central level. The committee would include representatives from the new structures to be created in the field of

education and from the IIEP. Among the tasks to be assigned to the committee were the following:

- to make proposals for the co-ordination of the policies of both Ministries;
- to organise co-operation in the production of information materials on education and training opportunities, on occupations and careers, and on the labour market;
- to promote the exchange of information about research work related to the development of guidance programmes and instruments.*

These recommendations have not yet been implemented. Nevertheless, the experience of recent years has confirmed the importance of communication, co-operation and co-ordination of efforts. Meanwhile, professionals from the two structures sometimes establish effective collaboration on an informal basis at local level (in one area, for example, a joint exhibition was mounted on vocational training possibilities).

Even within the educational sector, there are - as we saw in Section II.2 - two types of services with different professionals: the Institute for Vocational Guidance (IOP) and the guidance services offered by orientadores in schools; and the psychological and guidance services in schools provided by the counsellors co-ordinated by the Núcleos. Through the latter, guidance services have been extended to schools all over the country where they had not previously existed. Thus in general the schools with guidance services co-ordinated by the IOP and by the Núcleos are not the same. Only a very small number of secondary schools with technical and occupational courses have both a counsellor and an orientador: in such cases they work at different school levels, the counsellor concentrating on providing services for the pupils in

* A Orientação Escolar e Profissional no Ambito do Ministério da Educação: Relatório da Comissão Criada pelo Despacho Conjunto ME/MTSS No. 86/83, pp.20-21. Lisbon, 1984.

the new technical and occupational courses. Closer links need to be developed between the two types of structure, and their integration within a new guidance system was proposed in the 1984 report: again, no action has yet been taken on this.

There has been active co-operation and communication between the three Núcleos working at regional level, but in general it has been informal and conducted through personal contacts. A recent and important initiative was the first national meeting of counsellors held at Coimbra in July 1986.

2. Between Professional Guidance Services and Guidance Activities Organised by Professionals in Other Fields

Within Portuguese schools, guidance professionals are in general well accepted by the pupils and by the teachers. In this respect, special attention is given to informing the teachers within each school annually about the guidance programmes that are being developed.

In their work over the last few years to build careers education into the curriculum of secondary schools, the counsellors have developed a very good relationship and co-operation with teachers, especially those responsible for the administration of the school and the teachers with a co-ordinating tutorial function (director de turma) within each class. In the case of the new technical and occupational courses, it has often been possible to extend this co-operation to all teachers. The fact that the counsellor is under the same kind of contract in a given secondary school as any other teacher seems to have facilitated the process of linking his or her work within the school to the work of the teachers.

When the new technical and occupational courses were introduced in 1983/84, each counsellor worked in two secondary schools. It was very much in

response to the demand from teachers, especially those responsible for the administration of schools, that the principle of one counsellor for each school has gradually been adopted more extensively. At the same time, teachers are asking the counsellors to provide their services to pupils at all school levels and so to extend these services beyond the priority levels defined by the Ministry of Education (the 9th year, and the technical and occupational courses).

3. Between Professional Guidance Services and Other Agencies

The Institute of Employment and Vocational Training (IEFP) is in close contact with employers and trade unions in a variety of different ways. Some of them directly involve the IEFP vocational guidance services: such contacts relate in particular to the apprenticeship system, the IEFP courses of vocational training, and the training centres run by other bodies. Such co-operation is also important when the IEFP services are collecting data about occupations, working conditions, and employment opportunities. In addition, the IEFP pays particular attention to linkages with employers intending to create new jobs. This liaison may take several forms: industrial visits by vocational counsellors and other IEFP officers, contacts by telephone and by post, etc.

The setting up of the new technical and occupational courses is related to the public concern about unemployment, especially among young people. When these courses were introduced in 1983, regional committees were organised by the Ministry of Education which also included IEFP representatives. These committees have developed important contacts with schools, local authorities, employers, and representatives of industrial and commercial activities in each

region. Thus decisions about the introduction of the new technical and occupational courses in each school can take into account school resources (teachers, equipment, etc.) and also the situation of the labour market at regional and local level. In some respects this is especially the case with the occupational courses, as they include one year in a secondary school followed by a period of 6 months in a firm, a company, a public service or some other institution outside the school. For this work experience, contacts with employers are made locally, to select the most appropriate sites for each occupational course. The preparation of the probationary period and its supervision are carried out by a school teacher and by the counsellor. Both of them visit the work places during the probationary period and have regular meetings with the pupils to analyse and reflect on their work experience.

Regarding the technical courses, contacts with private firms and public services are often established by the counsellors to collect up-to-date information about occupations and employment opportunities, and to organise visits to work places related to each particular course.

4. Between Professional Guidance Services and the Help Offered by Parents etc.

Parents - and, to a lesser extent, other relatives and friends - are traditionally very influential on the educational and vocational choices of Portuguese youngsters. Sometimes it is more easy to find a job through family connections than through other means.

Many parents have their own aspirations regarding the future career of their children but also have very limited information on present educational and occupational opportunities. Even those with a good educational background are often not well acquainted with the changes introduced in the school system

over the last twenty or so years. An additional difficulty experienced in Portugal in establishing links with parents is that they are not used to coming to public secondary schools, even to talk with teachers about their children's educational progress. Among other reasons for this, parents in urban areas often say they are too busy and tied by their work schedules, while in rural areas they sometimes live a long way from the schools attended by their children.

Nonetheless, the careers education programmes in schools try to involve parents and parents' associations. Meetings with groups of parents take place, in addition to informal contacts or formal interviews with one or both parents of a given pupil. Attempts are made through these meetings and contacts to inform parents about the aims of the guidance activities in schools and about educational and occupational opportunities. The number of meetings with parents organised by guidance services in schools is currently increasing.

In particular, the guidance activities in the secondary schools co-ordinated by the Núcleos include meetings and contacts with parents, especially where their children are attending the 9th year or are in technical and occupational courses and have a careers education programme running over the whole school year. The primary concern is to encourage the parents to help their children to make their own free choices and to try to persuade the parents not to play the role of decision makers about the career plans of their children. Counsellors have also attempted to involve parents in the guidance process as sources of information about their own field of work - not only for their own children but for pupils in general. With this in mind, it is proposed that each pupil should interview people working in their preferred occupations, and that these people might be the parents or relatives of other pupils in the same class, as well as other individuals within the community.

IV. CONCLUSIONS

In Portugal the development of educational and vocational guidance services for the 14-25 age-group over the country as a whole is relatively recent, although some early initiatives had been taken during the twenties within the education sector and during the sixties within the Labour Administration when the Portuguese employment service was first organised.

Following the 1974 Revolution, the restoration of democratic institutions in Portugal has introduced many changes in the organisation of the school system and in the educational opportunities available to young people. The extension of the common curriculum from the 6th to the 9th year of schooling, postponing the point of decision for all pupils, has important implications for career choices. So does the gradual increase, during the last decade or so, in the number of pupils finishing the 9th year of schooling, the 11th year, and the 12th year, and in those entering tertiary education. In comparison with other European countries, there has not been any strong trend towards developing transition programmes, but the changes in the tracks leading young people through the school system towards working life have also influenced the practice of guidance.

For part of the 12-18 age-group - these youngsters who continue their education - guidance services are now offered in most of the state secondary schools by orientadores trained at the IOP or by counsellors trained at Faculties of Psychology and Education in the universities. For pupils aged 14-15 and attending their last year of unified education, the situation may now be described as reasonably good. Indeed, the systematic attempts since 1984 to build careers education into the curriculum of the 9th

year and the new technical and occupational courses in many secondary schools represent an important change in the quality of guidance services, reflecting the adoption of a career-development approach in the guidance activities coordinated by the Núcleos. But more guidance professionals are still needed to cover other pupils in secondary education. Further extension of guidance services in the school system may become possible with the implementation of the Education Act of 1986, which provides (Law No. 46/86, article 26) for the establishment of psychological, educational and vocational guidance services located within regional structures.

For young people in the 18-25 age-group who have entered tertiary education, few systematic guidance services are currently available. For those who have ceased their schooling, whether before or after 18, such guidance services as exist are provided by the vocational counsellors working in the IEFP, particularly in relation to the new apprenticeship system and to opportunities for vocational training. With half of the unemployed in Portugal belonging to the 15-24 age-group, the envisaged increase in the number of IEFP employment centres is particularly important, making it likely that the Institute will have more possibilities for providing information and guidance services through its local offices.

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

Luisa Rodríguez
Professor of Vocational Guidance
University of Barcelona
Barcelona, Spain

in association with

Lluís Tort
Professor of Educational Organisation and Legislation
University of Barcelona
Barcelona, Spain

and

A.G. Watts
National Institute for Careers Education and Counselling
Cambridge, United Kingdom

A contribution to a study directed by A.G. Watts
on behalf of the Commission of the European Communities
(Directorate-General for Employment, Social Affairs and Education)

CONTENTS

	<u>Page</u>
I. Background	1
1. The Basic Structure of the Educational System	1
1.1 The primary educational level	1
1.2 The second educational level	3
1.3 Higher education	4
1.4 Other educational options	4
2. The Operation of the Educational System	5
2.1 Aims	5
2.2 The curriculum	6
3. The Transition to Work	9
II. The Structure and Staffing of Professional Guidance Services	11
1. General Introduction	11
2. Guidance Services Controlled by the Ministry of Education and Science	14
2.1 Legislative basis	14
2.2 The Regional Educational and Vocational Guidance Services (SOEV)	16
2.3 The Educational and Vocational Guidance Institutes (IOEP)	19
3. Guidance Services Controlled by the Ministry of Labour	20
3.1 The Guidance and Job-Information Centres (COIE)	20
3.2 The INEM Vocational Guidance Centres	22
4. Local/Regional Guidance Services	26
4.1 Regional Administration of Catalonia	26
4.2 Regional Administration of Valencia	34
4.3 Other Regional Administrations	34
5. Private Careers Guidance Services	35
6. Education and Training of Guidance Officers	37
III. Linkages	39
IV. Conclusions	42

I. BACKGROUND

1. The Basic Structure of the Educational System

The Spanish educational system is governed by the Ley General de Educación y Financiamiento de la Reforma Educativa (Education and Financing of Educational Reform Act) of 20 August 1970 (BOE, Law 14/70 of 4/8/70), which has subsequently been developed through a succession of decrees and orders.

There are three educational levels (Figure 1). The primary educational level includes pre-school and the elementary school (Educación General Básica, or EGB). The second educational level comprises three options: vocational schools (Formación Profesional, or FP), secondary schools (Bachillerato Unificado y Polivalente, or BUP), and experimental secondary schools (Curso Experimental de Secundaria, or CES). The higher education level is formed by the courses taught by the university schools, the university faculties and the higher technical institutes.

1.1 The primary educational level

The primary educational level covers the schooling of children aged 2-14.

It is divided into two phases:

- (a) Pre-school. Education at this level involves children aged 2-6 and is carried out in two successive stages, each lasting two years: the kindergarten and the infant school. As pre-school attendance is optional, it lacks a defined content, and attendance at kindergarten is generally low.
- (b) Elementary school (EGB). It is compulsory for every Spanish child to start schooling at the age of 6, when they attend the elementary school. This comprises an initial cycle (two years), a medium cycle (three years), and a higher cycle (three further years). The first two cycles are known jointly as the first stage of elementary school: during this stage the pupil passes the courses on the basis of continuous assessment involving regular tests. The third cycle is known as the second stage of elementary school: here, the pupil must pass examinations in June and September. It is legally possible to repeat certain courses. During the

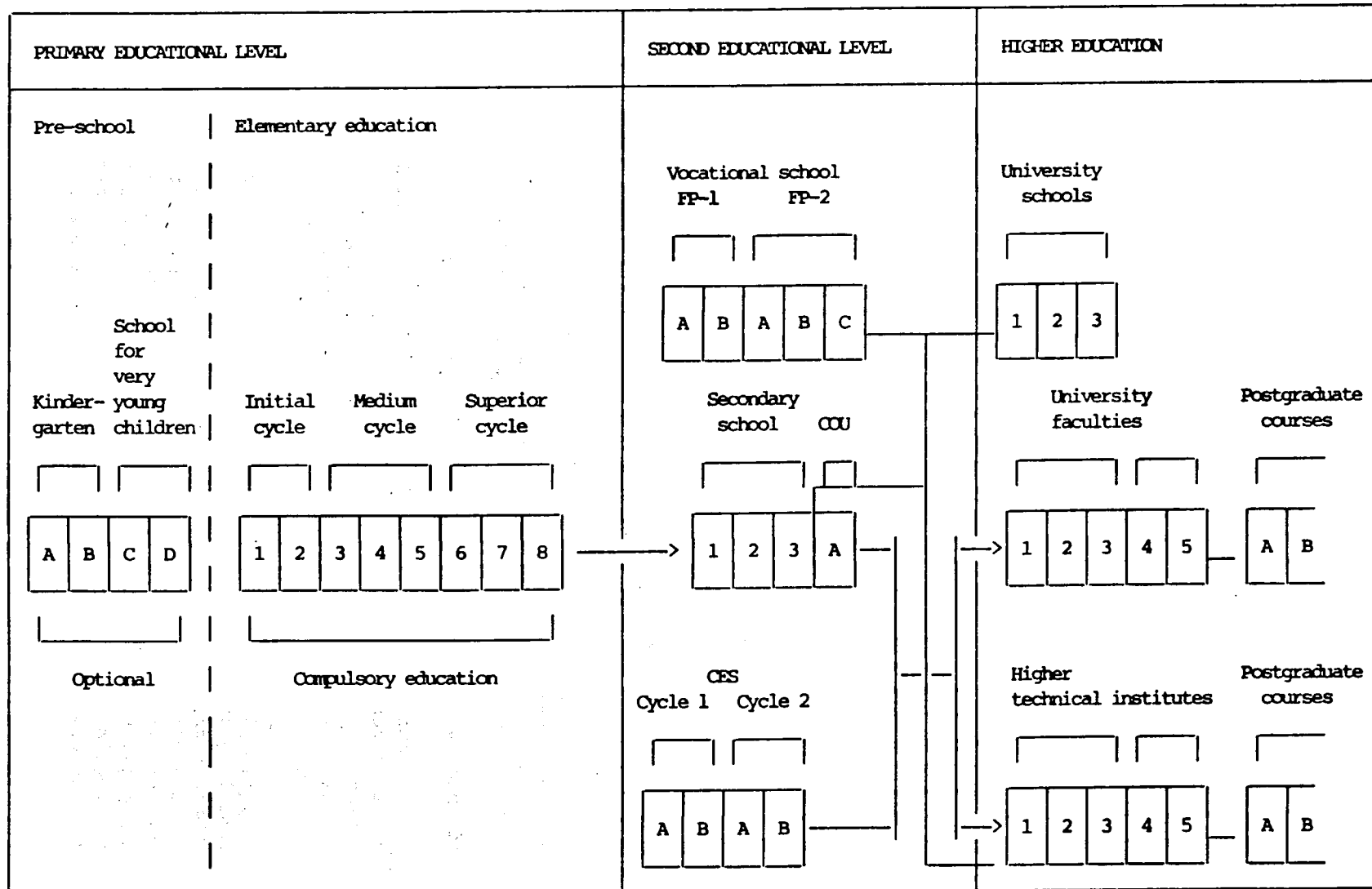


Figure 1

_____ = Transfer without exam.

————> = Transfer with exam.

Capital letters and numbers = Academic courses.

second stage, however, the pupil can only repeat a course once. At the end of elementary school, the pupil obtains the Graduado Escolar if he or she has satisfactorily passed all the courses. If this is not the case, the pupil obtains an attendance certificate.

1.2 The second educational level

The second educational level is notionally voluntary but - because young people are not permitted to enter the labour market until the age of 16 - there are no formal alternatives to its first two years. It comprises two mutually exclusive options; recently, a third experimental option has been added which is a mixture of the other two. The three options thus are:

- (a) Vocational schools (FP). The minimum requirement needed for entering this option is the attendance certificate. It is divided into two cycles, the FP-1 (2 years) and the FP-2 (2 years), with an intermediate course which provides a transition to the second cycle. At the end of each cycle, the students receive a professional certificate. The FP-2 certificate enables the students to continue their studies at the university schools (see Section I.1.3 below).
- (b) Secondary schools (BUP). The only requirement for entering secondary schools is the Graduado Escolar. However, if the student passes the FP-1, he or she can enter secondary school in the second year (this does not occur very often). Secondary school comprises three cycles, plus a fourth called the 'university orientation course' (Curso de Orientación Universitaria, or COU). After these four years, students can enter the university schools and university faculties if they have passed the Selectividad exam.
- (c) Experimental secondary schools (CES). The recently-created experimental secondary school is currently on trial throughout Spain. It basically brings together the main elements of the vocational and secondary schools. It is divided into two cycles: the first has the aim of extending basic education to the age of 16; while the second cycle lasts for three years.

In 1984/85 approximately 94% of students leaving elementary school enrolled in one of these options. Students in the BUP/COU courses outnumber these in the FP courses by nearly two to one.*

* Cordero, L.: Datos de la Enseñanza en España, Curso 1985-86. Statistical information specifically collected for this report, Madrid, 23 March 1987. We would like to express our gratitude for the interest shown by Mr Cordero, Head of the Statistical Studies Service of the Ministry for Education and Science, in providing this up-to-date information.

1.3 Higher education

Higher education is divided into three cycles: the university schools cover the first one only, while the university faculties and higher technical institutes cover all three:

- (a) University schools. The basic requirement for entering the university schools is either to have passed the Selectividad or to have successfully finished the FP-2 studies. The courses last for three years, at the end of which a qualification is obtained which provides entrance into the 'qualified' labour market.
- (b) Higher studies. The higher studies are taught by the university faculties and by the higher technical institutes. They are divided into three cycles. The first (three years) is common to all the students in a given centre. The basic requirement for entering higher studies is to have passed the Selectividad. If the student has gone to a university school and has completed the studies satisfactorily, he or she may be permitted to enter the first cycle of higher studies in the second or third years, depending on the case. In the second cycle (two years long), the student's specialism is studied in greater detail, and at the end of this cycle the student obtains a degree. After this, postgraduate students may enter the third cycle which is composed of a minimum of two courses. Few people enter this third cycle. Its forms and aims vary, although the most common are postgraduate courses, the Master's degree, or studies for a doctorate which are based on an investigation judged by a jury composed of university teachers.

Around 19% of the 19-25 age-group are enrolled in higher education*: this represents a spectacular increase over the last twenty or so years.

At the time of writing, however, Spanish higher education is undergoing a radical process of change (in relation to structures, curricula, industrial links, etc.) which is likely to alter its shape considerably.

1.4 Other educational options

In Spain there are other forms of education apart from those given above, such as education in the arts, school-based adult education and special education schemes for handicapped students. Recently, various forms of informal education have been developed for unemployed people to enable them to

* Cordero, L.: op.cit. (see p.3).

fill their free time constructively.

2. The Operation of the Educational System

At the moment, the Spanish education system is in a state of considerable transformation and reorganisation. The progressive application of the two latest laws, the Law of the University Reform or LRU (Organic Law 11/83 of 25/8/83, BOE 1/9/83) and the Organic Law of the Right to Education or LODE (Organic Law 8/85 of 3/7/85, BOE 4/7/85), together with the new Law for Education anticipated in the next year or so, are likely to induce dramatic changes throughout the educational system, especially in secondary and higher education. These modifications are urgently needed in the light of the country's changing manpower requirements, and the alarmingly high proportion of students (nearly 50%) who currently leave school without the Graduado Escolar.

2.1 Aims

In its article 1.1, the LODE declares: 'Every Spaniard has the right to a basic education that enables the development of their own personality and of activities useful to society. This education will be compulsory and free from charge at elementary school, and, depending on the case, will be free from charge at any other levels established by Law.'

The LODE specifies three types of educational centre: private centres, private centres supported by public funds, and public centres.

The aims of the educational system according to the LODE are:

- (a) The full development of the pupil's personality.
- (b) An upbringing within the principles of mutual respect and tolerance.
- (c) The acquisition of intellectual and technical abilities regarding work, as

well as scientific, historical and aesthetic knowledge.

- (d) The development of the ability to carry out vocational activities.
- (e) The acquisition of respect for the distinctive linguistic and cultural features of the Spanish regions.
- (f) Becoming able to take an active part in social and cultural life.
- (g) Stimulating the achievement of international co-operation, solidarity and peace.

2.2 The curriculum

Spain is divided into regions with different degrees of self-government. Thus some regions have jurisdiction over education: these regions are Andalusia, the Basque Country, the Canary Islands, Catalonia, Galicia, and Valencia. In the other regions, education is controlled by the national Ministry of Education and Science (Ministerio de Educación y Ciencia, or MEC).

Accordingly, the curriculum is decided at two administrative levels. The government decides and determines the structure of education and the basic curriculum, thus ensuring the unity of the Spanish educational system. In the six regions mentioned above, the regional administrations are responsible for determining the detailed curriculum; elsewhere, this too is determined by the Ministry of Education and Science.

The specificity of the curriculum varies at the different education levels. The first cycle of elementary school is basically a very general course. In the second cycle, the course starts to become more detailed on both the arts and the science side: this requires a more specialised staff. In order to attach greater attention to the individual pupil, a tutorial system was introduced in 1970. The tutor (the Spanish word is the same as the English) is a normal subject teacher who carries out additional tutorial duties - formally for an hour a week. Tutors are expected to know each of their students well and to act as the key point of contact between the school

and the parents on the one hand and between the pupil and the school administration on the other.

The tutorial system continues at the second educational level, though in a less systematic form. There are three different curricular structures at this level, of which the first two are settled, while the third is currently on a trial basis.

The first of these - the curriculum of the vocational schools - is regulated by Decree 707/76 of 5/3/76 (BOE 12/4/76) and cover 21 different branches (BOMECE 29/8/74 and 27/10/75). The most popular courses are those on electronics and secretarial work. Each course within FP-1 is divided into three elements: a general element common to all students in the school (language, ethics, etc.), a theoretical element (e.g. physics, mathematics), and a workshop element. Having passed these, the pupil obtains the grade of 'technical assistant', according to an Order of 28 November 1975 (BOE 6/12/75). A few students then proceed to FP-2, which starts with a bridging course (language, anthropology, social studies, and science) and goes on to cover two further courses divided into three elements similar to those of FP-1. A pupil who passes these courses qualifies as a 'specialist technician'. This provides entrance into the university schools (Order of 24/6/75, BOE 25/7/75, and Order of 11/1/79, BOE 7/2/79).

The curriculum of the secondary school is regulated by Decree 160/75 of 23/1/75 (BOE 13/2/75). In the third course, there are several general subjects, together with a wide range of optional courses which orientate the pupil towards arts or sciences. This process of selection continues in the 'university orientation course'. Having passed this final course, the student obtains the baccalaureate, which provides entrance to certain university schools. If the student passes the Selectividad as well, he or she may enter

the university faculties or higher technical institutes, although some of these centres insist on high marks for admission.

As a result of Law 8/1983 of 18 April 1983, an experimental secondary school has been introduced which attempts to integrate both of the previous options. During 1985/86, the territory administered by the Ministry of Education contained thirty centres which offered this option, and there were fifteen more in the regional administration of Catalonia. During 1986/87, it has also begun to be offered in the other five regions with jurisdiction over education. In the first cycle, the course schedules are oriented to provide a general basic education alongside some optional courses. Once this cycle has been completed, the student must be able to pass into the second cycle or directly into the labour market. The tutor is of great importance at this stage. According to a Decree of 1 May 1986, the second cycle is divided into two different branches: a new general course, and the specific vocational modules designed to provide a better preparation for employment. The options available include natural sciences, languages, human and social sciences, secretarial work and artistic and industrial techniques.

The university curriculum is in a state of profound change at present. University self-government has been recognised by the LRU, and the teachers of the university schools and the university faculties are now being grouped together into a new departmental structure based on subjects of study. Despite the regulation of the third higher-education cycle by Royal Decree (BOE 16/2/85), and despite various projects carried out on the three cycles by different government departments and universities, a comprehensive view of the implications of the new system has yet to emerge.

In the light of all these changes, the time has come for them to be framed in a new educational law, the LOSE (Ley Orgánica del Sistema Educativo - the Organic Law for the Educational System). It is expected that this will

be presented to the Cortes (parliament) in the second half of 1987.

3. The Transition to Work

The transition to work is currently very problematic for most young people in Spain. The overall level of unemployment has risen from 3-4% in 1976 to over 20% in 1986. Nearly half of the unemployed are aged 16-25. The result is that those who leave full-time education often have to wait until they are 18 or 19 (or even later) before finding their first job, while university graduates often have to wait until they are around 25. During this period, they are financially dependent on their parents: unemployment benefits are only provided to those who have already been in employment.

As a response to this situation, a National Plan for Vocational Education and Professional Insertion (El Plan Nacional de Formación e Inserción Profesional, or PNFIP) was approved by a Ministerial Order of 20/2/86 to create a number of new programmes, including: (1) programmes of vocational education for young people and for the long-term unemployed; (2) placement programmes for unemployed young people looking for work; (3) remedial education programmes; (4) extension of vocational education to the countryside and to industrially reconverted areas. For carrying out these programmes, new administrative instruments have been created, which require the establishment of a group to be in charge of fostering initiatives in vocational training, carrying out reviews of training needs, participating in the selection and control of approved training centres, providing appropriate resources, and supplying vocational information to facilitate the vocational placement of workers*. This National Plan follows the rules of the European Commission

* Martí, S.: personal communication, 1987.

85/518/EEC of 20 November 1985 on the management of the European Social Fund.

Some schemes have also been developed to encourage enterprise among young people. Some municipalities, for example, work in conjunction with INEM to provide limited funds plus other forms of support for young people wanting to set up their own businesses.

At the same time, other programmes have been developed to try to ease the transition to work. In particular, the Ministry for Science and Education has formed an agreement with the Spanish Confederation of Industrial Organisations (Confederación Española de Organizaciones Empresariales, or CEOE) under which some students aged 16-20 are able to combine work with further studies, as a form of alternance training. At graduate level, the Fundación Universidad-Empresa (University-Industry Foundation) through the Centros de Orientación e Información de Empleos (COIE) (Guidance and Job-Information Centres) are concerned with training, supplementing the students' degree studies in three ways: (a) through provision of training courses in collaboration with different university departments; (b) through provision of job training in conjunction with the INEM Centros de Formación Profesional y Social (Job Training Centres); and (c) through setting up Cursos de Cooperación Educativa (University Courses Linked to Industry).

It should also be noted that young men have to undertake a year's military service between the ages of 18 and 34. In some cases, they receive some training during this period.

Finally, it is worth noting that 1986/87 saw widespread student protests against the government's education policies and against the limited opportunities available to young people. Among the demands of some of the student groups was an appeal for improved educational and vocational guidance services.

II. THE STRUCTURE AND STAFFING OF PROFESSIONAL GUIDANCE SERVICES

1. General Introduction

Systematic vocational guidance was first organised in Spain when the Institut d'Orientació Professional (Institute for Vocational Guidance) based in Barcelona began to offer school-leavers a careers guidance service based on medical and psychometric study of their talents and aptitudes. J. Ruiz Castella and Emilio Mira were its chief exponents, and from 1921 they began to set up branches in the principal industrial towns of Catalonia.*

In the rest of Spain at this time careers guidance was an initiative under the control of the Ministry of Labour. Mercedes Rodrigo was given responsibility for the re-orientation of disabled workers, and the Institutos Nacionales de Psicotecnia (National Institutes of Psychotechnology) were created. Madrid and Barcelona worked together from 1920 to 1934 in the guidance and placement of apprentices by means of professional information services, psychometric tests, etc.** State initiatives, such as the creation of a Medical Inspectorate, supported and supplemented academic guidance services around the country.***

The Spanish Civil War, however, led to the dismantling of most of these guidance services. This interruption of the continuity from these early

* Delgado, B.: 'La Revista de Psicología y Pedagogía de Barcelona (1933-1937)'. Perspectivas Pedagógicas, Revista de Pedagogía Comparada, XIII, 49, 1982, pp.47-80.

** Brewer, J.M.: History of Vocational Guidance: Origins and Early Development, pp.225-226. New York: Harper, 1942.

*** García Yagüe, J.: 'La Orientación Escolar como Aventura Pedagógica: Antecedentes y Problemas'. Vida Escolar, Nos. 183-184, November-December 1976, pp.9-14.

developments has held back progress in the guidance field as in others.

In recent years, there has been much effort on the part of specialists and educational authorities to re-establish and reorganise the guidance services. But there is still a lack of co-ordination between the different services, and a lack of a clear professional structure, leading at times to a situation close to administrative chaos. Many teachers and psychologists, with university qualifications in educational and vocational guidance, are not able to practise their specialism. The situation has been complicated by the decentralisation of the government into regional administrations, which has led in some areas to the creation of new guidance services not directly dependent on the government.

In Spain, there are two guidance services operating at a national level: the Regional Educational and Vocational Guidance Services (Servicios Provinciales de Orientación Escolar y Vocacional, or SOEV), and the Educational and Vocational Guidance Institutes (Institutos de Orientación Educativa y Profesional, or IOEP). These services are designed for students based at public educational centres - that is, centres which depend directly on the Ministry of Science and Education. There are two other services which depend on the Ministry of Labour: these are known as the Guidance and Job-Information Centres (Centros de Orientación e Información de Empleos, or COIE), and the Vocational Guidance Centres of the National Employment Institute (Servicios Técnicos de Orientación Profesional del INEM).

In those regions where the regional administrations have jurisdiction over education, the education-based guidance services are run regionally and take different regional forms. They tend to be more operationally effective than the services run directly by the government.

A chart of these various services is provided in Figure 2.

Figure 2: Main educational and vocational guidance services in Spain

	<u>Administrative control</u>	<u>Clients</u>	<u>Main services</u>
Provincial Educational and Vocational Guidance Services (SOEV)	Ministry of Education and Science (General Directorate for Elementary Education); in some provinces, provincial delegations of the Ministry of Education and Science, supervised by the National Technical Inspection Service for Education	Aged 6-14: elementary-school pupils	Educational and vocational guidance of pupils; supporting tutorial role of teachers; information to parents
Educational and Vocational Guidance Institutes (IOEP)	Ministry of Education and Science (co-ordinated by the National Institute of Educational and Vocational Guidance, within the General Directorate for the Second Educational Level)	Aged 14-19: vocational and secondary-education students, and young people on military service	Educational guidance; vocational guidance; specialised guidance for disabled students; assessment and treatment of students with learning or behavioural problems
Guidance and Job-Information Centres (COIE)	Ministry of Labour: National Employment Institute (INEM) (budgets dependent on INEM and Ministry of Education and Science)	Aged 21-25+: university graduates in search of their first job	Information; individual counselling (limited); collaboration between university and employers
INEM Vocational Guidance Centres	Ministry of Labour: National Employment Institute (INEM)	Aged 16-25+: especially unemployed people	Information; individual counselling (limited); assessment; pre-selection; placement

2. Guidance Services Controlled by the Ministry of Education and Science

2.1 Legislative basis

In Spain, the recent curricular plans at all educational levels describe in meticulous detail the contents of the courses which are designed to orientate the student to his or her future entry to the labour market*. These plans lack regulations, however, on how to address the individual guidance of pupils and students in relation to their development into working citizens capable of taking responsible decisions. In other words, they do not specify the functions of a guidance officer who could link the philosophy of the educational plans to the students' vocational objectives. The recent innovations in Spanish educational policy take into account the introduction of greater possibilities for technical qualifications, thus creating a structure for an educational system that can respond to the changing requirements of work. But systematic educational and vocational guidance services to co-ordinate the vocational qualifications with labour-market demands have not been created nor financed.

There are many legal declarations related to guidance, but the truth is that few have so far been put into practice. In the General Law of Education of 4 August 1970 (published 1973), article 9.4 contemplates the need for adequate vocational and educational orientation understood 'as a continuous service throughout the whole of the educational system', attending to 'the capacity, aptitude and vocation of the students and facilitating their conscious and responsible choices'. Many other sections and articles of this Law insist on the necessity for educational and vocational guidance at all educational levels (see articles 5.2, 5.4, 9, 9.3, 9.4, 11, 11.3, 11.5, 15.1, 15.2b, 17.2, 18.1, 18.2, 19.2, 19.3, 22, 22.3, 23.c, 27.3, 32, 33, 34, 35,

* Díez Hochleitner, R. and others: Educación y Trabajo en la Reforma Educativa Española. Paris: UNESCO, 1980.

37.3, 50, 109.1, 111.1, 125, 125.2, 127, 127.1, and many others), but none of these articles has yet been converted into action. Various authors, well-known pedagogues and specialists in guidance services* have published their opinions on the need for crossing the chasm between the legislation and the lack of guidance assistance on the ground for Spanish youth. But they have so far had little effect, like prophets preaching in the wilderness.

On the other hand, it cannot be denied that some efforts have been made to put into practice specific laws which directly or indirectly aim at the development of educational and vocational guidance. For example, Decree 2480/1970 of 22 August 1970 (BOE 1970), the Ministerial Order of 16 November 1970 (BOE 25/11/70), and the Resolution of 25 November 1970 (BOE 3/12/70), regulate the continuous assessment of the student's performance in the primary educational level, while Decree 147/41 of 28 January 1971 created an

* Fuentes, A., and Ambles, P.: 'Referencias Legislativas'. Vida Escolar, XVIII, 183-184, 1976, p.144.

González, D.: 'Bases que la Ley General de Educación Proporcionará para el Establecimiento de la Orientación en la Educación General Básica'. Vida Escolar, 18, 183-184, 1976, pp.140-143.

García Yagüe, J.: 'La Orientación Escolar como Aventura Pedagógica'. Vida Escolar, 18, 183-184, 1976, pp.9-14.

García Yagüe, J.: 'Posibilidades y Límites de la Orientación Escolar en España'. Patio de Escuelas, 2, July-December 1978, pp.13-24.

Lázaro, A., et al.: 'El Desarrollo de la Orientación Institucional en España'. Revista de Educación, 270, 1982, pp. 159-187.

Aznar, P.: Análisis y Prospectiva de la Orientación Educativa. Centro de Publicaciones Universitarias. Valencia, 1982.

Sanz, R.: Orientación Profesional y Empleo en la Universidad. Instituto de Ciencias de la Educación, Universidad de la Laguna, 1982.

Rodríguez Espinar, S.: Proyecto Docente e Investigador. Barcelona, 1985. Unpublished.

Rodríguez Moreno, M.L., et al.: Orientación Profesional y Acción Tutorial en las Enseñanzas Medias. Madrid: Narcea, 1986.

Educational and Vocational Guidance Office in the Ministry of Science and Education. A Ministerial Order of 31 July 1972 (BOE 31/8/72) provided for guidance services in the 'university orientation course' (COU). When a Ministerial Order of 30 November 1975 (BOE 20/12/75) proposed the provisional regulation of Vocational Education Centres, articles 69 and 70 proposed the establishment of guidance departments within these centres. Royal Decree 264/1977, dated 21 January 1977, made some references to guidance services when it approved the organic regulation of the public secondary schools. A Ministerial Order of 30 April 1977 (BOE 13/5/77) created the Regional Educational and Vocational Guidance Services (SOEV) which are based in elementary education. The Organic Law of 19 June 1980 (BOE 27/6/80) regulated the status of the various schools, and in its articles 2.2, 27.2e, and 36e, mentioned educational and vocational guidance services. Royal Decree 2689/1980 of 21 November 1980 (BOE 26/12/80) regulated the Educational and Vocational Guidance Institutes (IOEP), and the Ministerial Order of 28 September 1982 (BOE 6/10/82) and Royal Decree 504/1985 (BOE 17/4/85) regulated their method of working. The Ministerial Order of 10 November 1982 (BOE 25/11/82) structured the educational and vocational guidance service in the Foundation for the Promotion of Vocational Education. Finally, tutorial services were briefly mentioned in a Ministerial Order of 29 March 1983 (BOE 9/4/83).

2.2 The Provincial Educational and Vocational Guidance Services (SOEV)

The Provincial Educational and Vocational Guidance Services (SOEV) were introduced in 1977. Based in elementary education, they were set up to carry out the main following functions:

- (a) to provide educational, vocational and personal guidance at the critical moments of schooling;

- (b) to give help and support to the teaching staff of elementary schools when carrying out their tutorial functions;
- (c) to give information to parents, pupils and teachers on the possibilities of further education and on vocational opportunities locally and nationally.

Their staff have to have a degree in pedagogy or psychology and can also be practising as teachers: their appointment as guidance officers is on a 'secondment' basis, enabling them to maintain their teacher status but also giving them no significant additional payment for their new responsibilities.

Until 1983, each province had one SOEV, usually with 6-7 professional staff. The average annual statistics of each service were:*

Schools assisted	30
Pupils assisted	3,000
Tutors advised	150

These average figures concealed substantial provincial variations.

In recent years there has been a considerable growth in the scale of these services. At the same time, some of them have been absorbed by the regional administrations, sometimes under different titles: in Catalonia, for example, they are known as Equips d'Assessorament i Orientació Psicopedagògica (EAP) (see Section II.4.1 below); in Andalucía as Equipos de Promoción y Orientación Educativa (EPOE); in Valencia as Servicios Psicopedagógicos Escolares (SPE) (see Section II.4.2). In 28 of the 52 provinces they are still directly controlled by the Ministry of Education and Science, and in these cases there were in 1986 623 professional staff, divided roughly equally between those with degrees in psychology and in pedagogy, producing a ratio ranging from 1:800 students aged 4-14 in one area to 1:3,600 in another. Further staff increases are anticipated shortly. The work of the guidance

* Lázaro, A., and others: 'El Desarrollo de la Orientación Institucional en España'. Revista de Educación, 1982, 270, pp.159-187.

officers (orientadores) is supervised by the Co-ordinating Inspectors, who co-ordinate the activities of the guidance officers, define their work plans, review reports of services provided, and ratify the appropriate administrative and economic documents related to the service.

In terms of the functions of the SOEV, however, guidance for pupils in general on educational and vocational options has increasingly been subordinated in importance to educational guidance for handicapped pupils and for pupils with learning or behavioural difficulties. The policy of integrating such pupils into normal schools as closely as possible has meant that schools have needed more and more help in coping with them. This work now absorbs most of the energies of the SOEV.

In this situation, the work on educational and vocational guidance consists mainly of distributing information. Some of the publications of the Educational and Vocational Guidance Office to which the SOEV report are very popular. Most are published by the Ministry of Science and Education. The publications are updated regularly and basically cover study opportunities at the end of compulsory education (several volumes), details of psychometric tests, and the requirements and prospects in the different vocational outlets (construction, administration, fishing, hotel management, agriculture, electricity, electronics, graphic arts, paper industry, etc.).

Apart from this, the services are heavily dependent on working through the tutors. These tutors are expected to comment on pupils' interests and on possible directions for further studies in the reports they prepare on each pupil. Often, though, they are neither equipped nor motivated to undertake anything very systematic in the way of educational and vocational guidance.

It should also be noted that the work of the SOEV is confined to publicly-funded schools. About a third of the elementary schools in Spain are private: most of these are church schools. These schools receive

publications from the SOEV but do not have access to its other services. They often, however, show considerable initiative in developing their own guidance provision.

Despite these difficulties and limitations, the SOEV have contributed to improving the quality of the educational system. They have also begun to raise the consciousness of the general public on the potential role of guidance services.

2.3 The Educational and Vocational Guidance Institutes (IOEP)

The Educational and Vocational Guidance Institutes (Institutos de Orientación Educativa y Vocacional, or IOEP) are dependent on the Ministry of Science and Education and are organised by the Foundation for the Promotion of Vocational Education. The institutes offer their services within the territory of the provinces in which they are based. Some provinces, however, do not have an institute.

The function of the institutes is 'to provide vocational and educational orientation' in the secondary and vocational schools; they are also involved in the assessment of the pupils and 'their correct orientation, taking into account their vocational aptitudes and the needs of the labour market' (see the legislation noted in Section II.2.1). They tend to be more involved in educational than in vocational guidance.

The National Institute of Educational and Vocational Guidance in Madrid is supposed to co-ordinate the work of the institutes over the country as a whole. It is part of the General Directorate for the Second Educational Level, and has nine psychologists and three psychometricians on its staff. It is divided into four departments: (1) guidance resources; (2) psychometric testing; (3) psychopedagogy; and (4) support to secondary and vocational

schools. The latter department supports the guidance services in the vocational schools and also deals with some individual cases. The support is offered in various different ways: through the information and technical support given to institute chiefs who come for one or two days to the IOEP to develop their guidance plans, through encouraging centres to follow a common plan, and through fortnightly guidance seminars for teachers.*

The truth is, however, that the institute in Madrid does not carry out the co-ordination function very effectively, and that the other institutes tend not to follow the official orders. Also, the guidance service tends to be seen more as a psychometric exercise than as a personal guidance process, and the institutes are under-staffed: currently, there are only three doctors, twelve psychologists and eight psychometric assistants in active service in the whole country.

It seems to be generally recognised that the IOEP system is not working well, and that a different structure is needed. Added impetus to the need for reform is likely to come if - as seems likely - the 'experimental secondary schools' become the pattern for the future. This will mean a wider range of choices within schools, and hence an increased need for educational and vocational guidance. One possibility is that the role of the SOEV will be extended to cover second-level education, and will swallow up the remaining institutes.

3. Guidance Services Controlled by the Ministry of Labour

3.1 The Guidance and Job-Information Centres (COIE)

The Guidance and Job-Information Centres (COIE) for university graduates

* Palacios, V.: personal communication, 1986.

are specialised departments within certain universities (Madrid, Alcalá de Henares, Granada, Sevilla, Málaga, Córdoba, Santiago de Compostela, and Valencia)*. They are involved in the guidance and counselling of university graduates designed to help them to obtain a job which will enable them to put into practice the knowledge and training received at university and which will accord with their capabilities and personal preferences. The COIE are dependent on the National Employment Institute (INEM) within the Ministry of Labour and are regulated by agreements between INEM and the Ministry of Education and Science. To enable them to carry out their functions, the centres collect information about jobs in different industries, including their requirements, conditions and salaries, and the structure, history, economic and financial state, and geographical location of the industry itself. They then transmit this information to university graduates who may be interested in such jobs, acting where appropriate as a placement office. It is important to point out though that the main aim of the centres is not so much to provide jobs to graduates, but rather to provide graduates with the resources they need to be able to choose a job which accords with their preferences, abilities, and aptitudes. This approach is officially seen as increasing the chances that the first job chosen by the graduate will be the definitive one, with consequent benefits both for the industry and for the graduate.

The basic functions and activities of the Guidance and Job-Information Centres are as follows:**

- (1) Orientation. The centres give individual assistance to university graduates in search of their first job, and offer opportunities for

* Guerreiro, A.: personal communication, 1986.

** Alonso, J., and López, M.: Los COIE de las Universidades Madrileñas. Fundación Universidad Empresa, Madrid, 1983.

consulting documentation on grants, competitive public examinations, and specialised courses. The centres also provide guidance on methods to follow in the search for a first job.

- (2) Information. One of the main functions is to inform university graduates on the different industries, organisations and jobs which are related to their degree and vocational experience (if any). This is achieved through the organisation of conferences and seminars about the university-industry relationship. Together with the INEM Vocational Guidance Centres, the centres also carry out publicity campaigns so that their services become known to the students who are continuing with university studies, inform industries on the professional specialisms offered in the university, and provide information on jobs in foreign countries.
- (3) Surveys. The centres collect information on the level of demand for particular professional groups in particular industries.
- (4) Placement. The centres act as delegate offices of INEM, specialising in the first jobs of university students.

The activities, functions and structure of the COIE were regulated by the Resolution of the General Directorate of the National Employment Institute (INEM) 12/82 (BOE 24/2/82), which formulated the collaborative agreements between the COIE and the universities. This resolution followed the Royal Decree-Law 36/1978 of 16 November (BOE 18/11/78) (article 5.1), the Basic Law of Employment 51/80 (articles 1.4, 10.1, 14.2, 38, 39, 40 and 43), and the fourth heading of the General Law of Education.

Every week, an average of 50 people pass through each COIE asking for professional guidance. Externally, the COIE are connected with the INEM and with private companies seeking recruits; internally, the centres are coordinated with the Vice-Rectories of the Universities and with other departments which can provide information and statistical data. The average staff of the COIE consists of one employment assistant (who is not always a qualified guidance officer) and two students doing part-time jobs.

3.2 The INEM Vocational Guidance Centres

The INEM Vocational Guidance Centres have been in operation since 1976.

In 1983, their objectives and functions were altered in response to the changes in the economic and labour-market situation, especially the growth in unemployment. Their traditional guidance services (information, assessment, pre-selection, counselling) had been designed to deal with individual problems. But it was impossible to provide such services for the large numbers of people who now needed help. Accordingly, it was decided that priority should be given to the needs of the unemployed, particularly where these needs could be defined in collective rather than individual terms.

The centres are based on a number of regulations, including Agreement No. 142 of the International Labour Organisation, ratified in Spain on 13 April 1977 (BOE 9/5/78) and in force since 16 May 1978, and the Royal Decree-Law 36/1978 of 16 November 1978 (BOE 18/11/78) on the institutional management of the social security, public health and employment services. The latter regulation created the National Employment Institute (INEM), and its structure was further elaborated by Order 22/1/80 which developed the Royal Decree 439/79 of 20 February 1979 on the organic structure of the INEM, by the Basic Employment Law 51/80 of 8 October 1980 (BOE 17/10/80) (articles 2, 3, 39, and 44), and by the Royal Decree 1458/1986 of 6 June 1986 which determined the current structure of INEM (BOE 16/7/86) (article 2).

There are currently about 60 INEM Vocational Guidance Centres altogether: one in each of the provinces of Spain, with some additional centres in Barcelona and Madrid in view of the size of their populations. Most (but not all) include among their staff at least one orientador A, who will have a master's degree, usually in psychology. The other professional staff - orientadores B - have usually completed only the first cycle of higher education (i.e. three years) without any specific psychological studies. The two-month induction training for new orientadores includes some limited attention to guidance.

It is at present being proposed that some guidance services should be offered by INEM not only in these centres but also in the 500+ INEM employment offices. Hitherto these offices have acted as placement offices and as places where the unemployed register to claim their unemployment benefits. It is now hoped that in future they will offer a wider range of services, including vocational guidance. To provide support for this extended role, there are plans to appoint increasing numbers of orientadores A.

The activities of the Vocational Guidance Centres currently include:

- (1) Developing and updating classifications of occupations, including occupational definitions and descriptions.
- (2) Pre-selection for employers. This involves: (a) interviewing the employer to determine the profile and conditions of the job offered; (b) evaluating the suitability of possible candidates through a combination of psychological tests, performance tests, and interviews; and (c) preparing a report on the short-list of candidates with details of their performance on the tests, etc.
- (3) Selection of candidates for vocational training courses, on the basis of selection tests and (in some cases) interviews.
- (4) Individual vocational assessment, using the same kinds of methods as in (2) above. This provides information to the individual on their prospects, and also speeds up the pre-selection process when vacancies become available.
- (5) Individual vocational guidance. This is based on an interview carried out in depth and also sometimes, depending on the case, motivational and aptitude tests. Because it is time-consuming, it is used sparingly.
- (6) Group information sessions, particularly for the unemployed and also (where resources permit) for unemployed students in their final year in the educational system (see (7) below). These sessions are of three kinds:
 - (a) Information on the labour market, explaining the location of jobs (i.e. the cities or regions where it is possible to find jobs), the current supply/demand position, and possible future prospects in particular occupational sectors.
 - (b) Information on jobs, including the aptitudes needed for carrying out particular jobs, employment conditions (pay, possibilities of promotion, etc.), relevant collective agreements, etc.
 - (c) Information on techniques of employment search. These sessions (Sesiones Informativas de Técnicas de Búsqueda de Empleo, or SITBE)

are taught, with audio-visual aids, to a group of no more than twenty unemployed people, and last for three or four hours. They are based on the hypothesis that a large number of unemployed people do not obtain jobs because they do not know how to look for them and do not apply effective techniques for selling their skills (in their curriculum vitae, in interviews, etc.). The sessions also recognise that a large proportion of the job offers do not pass through the offices of INEM, and that it is beneficial to help the unemployed to organise their own systematic search for jobs, using as many resources as possible.

- (7) Guidance services for students in the educational system, particularly those in their final year. Two types of face-to-face activities are carried out: direct (conferences and talks to the students), and indirect (informing teachers, tutors, and parents who will, in turn, transmit the information to the students). The main form of support, however, is an annual publication entitled Vocational Information: Options at the End of the Different Cycles of the Educational System (Información Profesional: Opciones al Finalizar los Distintos Ciclos del Sistema Educativo).

Overall, the main activities of the Vocational Guidance Centres during 1985 were as follows:

	<u>No. of clients</u>
Pre-selection for employers	130,546
Individual vocational assessment	41,442
Group information sessions	61,340 (no. of sessions: 2,550)
Individual guidance	28,849
Selection of students for vocational training courses	29,808

Although the initial objectives of information and professional guidance were very ambitious, the present structure of INEM, its internal labour problems, and the organisational crises which it has experienced ever since its creation in 1979, have all made the task of the Vocational Guidance Centres very difficult to implement effectively. This task could probably be carried out much more efficiently than at present if there were not such a rigid centralisation policy in force.*

* Ortiz, D., et al.: Projecte d'Investigació: els Serveis d'Informació Professional i Ocupacional (SIPO) a Catalunya, pp.143-167. Based on work directed by S. Rodríguez in order to propose to the Catalan Administration the unification of the various occupational services within that autonomous community. Document presented at the Institute of Educational Sciences of the University of Barcelona, 1985 (unpublished).

4. Local/Regional Guidance Services

4.1 Regional Administration of Catalonia

Two initiatives have been created by the Regional Administration of Catalonia (Generalitat de Catalunya): the Psychopedagogic Counselling and Guidance Groups (Equips d'Assessorament y Orientació Psicopedagògica, or EAP); and the Guidance Centre for Secondary Education (Centre d'Orientació per al Batxillerat).

The first of these were created in 1980, focused on special education. They were reconstituted in 1983, incorporating the SOEV located in Catalonia, by an Order of the Department of Teaching of 20 May 1983 (DOGC 13/7/83). This order defines them as interdisciplinary technical bodies within the educational system of the Public Administration of Catalonia,* working with elementary and vocational schools and (in some cases) with secondary schools. They assume the role adopted by the SOEV in other parts of the country. They view vocational guidance as a process that is 'continuous and not confined to responding to specific requests', demanding the involvement of other community resources and particularly of those institutions directly connected with the future of pupils, either in relation to further studies or as other outlets. They do not explain clearly how and what vocational guidance should be, but it is clear that the tutor or teacher is expected to carry out the main guidance functions. The EAP have now organised some fifty in-service courses for their teachers, amongst which a few have been dedicated to guidance**. In 1981, only

* Giné, C., and Fernández, H.: La Intervención Psicopedagógica de los EAP en Cataluña: Evolución, Elementos Conceptuales y Funciones. Report presented to the I Congreso Profesional de Psicología de Galicia, Santiago de Compostela, 16-18 October 1986.

** Domènech, S.: III Jornades d'Estudi i Reflexió dels EAP, Avui, 15 November 1983.

five EAPs existed, with thirty guidance staff; by 1987, there were 35 EAPs with 179 guidance staff, covering 39.8% of their total professional staff. The ratio of guidance staff to pupils is 1:2,500: roughly one guidance officer for every 4 schools.

The Guidance Centre for Secondary Education was set up in 1983. It works mainly with teacher-tutors in secondary schools, supporting them in delivering educational and vocational guidance to their students. Staffed by four trained guidance counsellors, the centre has developed (in conjunction with INEM's Barcelona office) about fifty occupational leaflets. It has also developed guides suggesting how tutors might use their weekly tutorial hour for guidance purposes: particularly educational guidance (including study skills) but vocational guidance too. The centre runs training courses for tutors who are interested in developing their work in this way, but since the involvement of the tutors is voluntary and carries no additional financial remuneration, only about 70 out of around 2,000 tutors in Catalonia have so far received such training (usually three 2/3-hour sessions spread over a year, with a final review session). In theory the trained tutors are encouraged to 'cascade' their training to their untrained colleagues, but it seems unlikely that this occurs very extensively in practice - particularly since most schools do not have even a single member of staff who has received the training. The centre also occasionally sees individual students and parents, though this service is not publicised since the centre is so short-staffed.

A further Catalan development worth mentioning is the creation of 'Contracts for Learning and Practical Work' as a form of apprenticeship for young people aged 16-20 under Decree 325/84 (DOGC 14/11/84). The autonomous community's Department of Teaching is identifying industrial tutors who will develop the programme, oversee the learning process, and provide advice to the

employers involved. The vocational schools of the Municipality of Barcelona have organised some seminars to support the work of the industrial tutor and to develop its guidance elements.* In 1986, 600 students combined work with studies in this way.

The autonomous community's Department of Labour also started work in 1986 on developing a Computerised Vocational Information Program (Informació Professional Assistida per Ordinador, or PIP). The program is currently (March 1987) being used experimentally in two or three centres, but is designed to be placed in due course in all elementary, secondary and vocational schools in Catalonia. It at present comprises an information-retrieval system containing information on 520 occupations: this is to be extended shortly to 1,000, and there are plans to develop alongside it a matching system to enable students to identify the occupations relevant to their interests and aptitudes, as well as printed support materials. In the current program, attractive use is made of colour and graphics, and a printer is provided so that students can take home key items of information. There are also plans to provide trained counsellors or psychologists at each site who will be available to work with the students on an individual basis**: if this is funded, it could transform the quality of guidance in schools. So far, however, liaison with the school authorities has been limited. To develop the system, the autonomous community's Department of Labour has set up a General Directorate of Occupations comprising a chief of service, 2 psychologists, 3 computer scientists and 10 research assistants.

* Serra, D.M.: La Tutoria Tècnica a les Escoles Municipals de Formació Professional de Barcelona. Report presented to the II Jornades de la ACOEP 'Transició de l'Escola al Treball'. Barcelona, 15 November 1986.

** Agulló, X.: Comunicació sobre les Activitats de la Direcció General d'Ocupació de la Generalitat de Catalunya (written specially for the present report). Barcelona, January 1987.

Another initiative, still in the process of institutionalisation, has come from the Direcció General d'Ensenyament Universitari (University Educational Directorate) of the Generalitat government. To begin with, it has produced a series of pamphlets for COU students, in which they can find information about the courses available in the three universities of Catalonia, and the career opportunities which can be followed at the end of the courses. These are sent direct to the students' homes. Other projects currently planned include the provision of vocational information and guidance for university students before, during and after their degree studies. A pilot scheme will be put into effect along lines similar to the 'information cells' in French higher education. It is also hoped to encourage contact between students in the final years of their courses and industry through programmes such as Comett.*

In addition, April 1987 saw the creation of a new Educational and Vocational Information and Guidance Department by the Generalitat of Catalonia, under the direction of a new Department for the Promotion of Education and Services to Students, which is beginning its work with a vocational information campaign aimed at students and the general public aged between 13 and 25 years. This campaign is to be followed by others which will complement the work of the Centros de Informació. On top of this, general initiatives are planned in the field of vocational guidance whereby primary and secondary schools (as well as universities) will be able to develop their own independent programmes to aid both tutors and the student population.

Educational and vocational guidance is also carried out in Catalonia by

* Company, F.: Col·laboració entre Centres d'Estudis Terminals i Empreses. Direcció General d'Ensenyament Universitari, Departament d'Ensenyament, Generalitat de Catalunya, 16 January 1987.

a number of other organisations which are not directly dependent on the autonomous government of the Generalitat. These include:

- The Municipal Socio-Psycho-Pedagogical Teams* - based on the Belgian model - administered mainly by the municipality, though some have made agreements with the Regional Administration of Catalonia. The origins of these services derive from the particular needs of the industrial belt of Barcelona.
- The Applied Psychology and Psychotechnology Institute of the Diputació of Barcelona, which offers personal, educational and vocational guidance, particularly to those wanting to enter - or to change direction within - the Diputació of Barcelona and other public entities. It carries out the functions performed in some other parts of the country by the IOEP (see Section II.2.3), including developing occupational profiles and helping in pre-selection.**
- The Association of Psychologists' Vocational Guidance Working Group, which annually examines and produces proposals on a particular guidance problem.***
- The Department of Vocational Education of the Educational Institute of the Municipality of Barcelona, which is co-ordinated with a Youth Project (Projecte Jove) designed to provide support to young people in urgent need for reasons such as unemployment, drug addiction, dropping out of school, etc.
- Some of the Educational Science Institutes, mainly that of the Autonomous University of Barcelona.**** These institutes, one of whose divisions covers educational guidance, originate from the 1970 Education Act.
- The vocational guidance programmes broadcast by the Third Channel of Catalan Television, comprising over 25 weekly programmes each of 30 minutes.*****

* Monograph on 'Equipos Socio-Psicopedagógicos. Cuadernos de Pedagogía, Volume IX, No. 108, 1983.

** Hornero, L.: personal communication, Barcelona, 1987.

*** POC: Plà d'Orientació Ocupacional. Grup de Treball d'Orientació Professional, Col·legi de Psicòlegs de Catalunya, Documents de Treball, 1 October 1985.

**** Roure, N.: De l'Escola al Treball: Ensenyar a Trobar Feina: Una Aplicació dels 'Programes de Transició' de la CEE a un Institut d'Ensenyaments Mitjans. Institut de Ciències de l'Educació, Universitat Autònoma de Barcelona, 1985.

***** Grau, M., and Marimón, M.: L'Ofici d'Aprenre: Un Programa d'Orientació Escolar i Professional Emès per TV3. Report presented to the II Jornades de l'ACOEP on 'Ensenyaments Professionals i món del Treball', Barcelona, 15 November 1986.

Furthermore, the Department of Youth and Sport of the Municipality of Barcelona has organised some local initiatives for helping unemployed young people in developing occupational plans and finding jobs. In particular, it has set up an Information and Counselling Centre for Young People, which provides information on a wide range of matters of interest to young people, including sexual matters, drug addiction, accommodation, and leisure activities, as well as education and employment (there are similar centres in Madrid and Murcia). As a form of outreach, the centre has set up displays for half a day in a number of local schools; it has also encouraged small groups of 2-4 young people within over 30 schools to act as 'correspondents' who set up displays on a more regular basis, served by the centres.* The hope is that these will offer 'multiplier points', and that information distributed by young people themselves will be more acceptable than that distributed by authority figures.

The Information and Counselling Centre for Young People includes a small team which is working in particular in the areas of educational and vocational guidance. This area presents particular difficulties because of the sheer scale and complexity of the information involved. Work has accordingly started on adapting the Canadian computer-based information guidance system CHOICES for use in Spain.** Working with INEM in Barcelona, the system has been 'translated', and a Spanish database is progressively being developed: at present it covers 500 occupations. The system is currently (March 1987) in experimental use in the centre and in three INEM offices in Barcelona, and

* Lladó, H.: La Informació als Centres d'Ensenyament. Dossier 'Juventud en los Distritos'. Ayuntamiento de Barcelona, November 1986, Code 050411.

** Rubio, M., and Sisternas, X.: personal communication and documentation 'Programa d'Informació i Orientació Professional'. Ayuntamiento de Barcelona, INEM, Ministerio de Trabajo y Seguridad Social, Barcelona, December 1986.

there are plans to extend it - if funds can be made available - to all INEM offices in Barcelona, and then progressively in Catalonia and other parts of Spain too. It is also hoped to use the system in schools, if guidance officers can be provided to support it. In the meantime, a 6-month part-time training course for 8-10 graduates in psychology and pedagogy (preferably though not necessarily with a specialism in guidance - see Section II.6 below) - is being set up by the centre in collaboration with INEM to concentrate particularly on practical knowledge of the labour market (which tends to be neglected in the university training): it is hoped that at least 2-3 of these will subsequently be recruited by the centre.

Finally, within the municipal authority of Barcelona, the work of the Department of Educational and Vocational Guidance of the Municipal Educational Institute deserves a special mention. In 1954 the psychologist Jesus Ayuda, at that time in close contact with the Belgian and Italian educational guidance services, introduced new psychopedagogical ideas to the then comparatively lifeless Spanish scene. He set up the Laboratorio de Psicología Escolar (Educational Psychology Laboratory), concerned with pupils' psychopedagogical or learning difficulties. His work came to be highly regarded by the teaching profession as a pioneering attempt to implement in state schools some of the psychological developments which had been applied for some years in the private sector. The unfortunate disappearance of Sr. Ayuda put an end to these efforts, and the laboratory suffered a collapse from 1965 until 1977 when it was re-established under the direction of the careers adviser J.A. Brunet. After some years spent convincing the political authorities of Barcelona, Sr. Brunet succeeded in building a multi-disciplinary team dedicated to the revitalisation of careers guidance in the primary and secondary schools of Barcelona. In recent proposals* they declare their intention of

continuing to offer support to tutors in the final years of primary education, especially in helping pupils to choose their subsequent educational programmes, and also in offering a considerably expanded programme of services to the student population aged 12-18. The basis for this programme is seen as being:

- Co-ordination of the higher cycle of primary education with the future ciclo polivalente (general course).
- Consultation with interested teachers regarding the framework of the new syllabus and its implications for educational and vocational guidance.
- Setting up experimental vocational courses based on previous experience in the municipal vocational schools.
- Maintaining a close watch on the development of these courses and conducting an evaluation of their aims, contents and method.
- Studying the opportunities for linkages between the second grade of the vocational school and the second cycle of the future secondary school.
- Studying the transition from school to school and from school to work.

The latter includes efforts to consolidate the role of the tutor-técnico (technical tutor) who follows up the student in his or her first work placement; it also involves the encouragement of self-employment and co-operative ventures, as well as bringing issues related to working life directly into the school curriculum. These proposals are backed up by a wide-ranging series of evaluative and pedagogical initiatives, among which the most important for the purposes of the present report is that of the introduction of educational and vocational guidance into the Proyecto Educativo de la Escuela (Plans for School Education). This is the first time that such proposals have been published and disseminated in Spain.

* Brunet, J.A., Tarrès, A., Estruch, I., Gascón, I., Méndez, A., and Resius, D.: Projecte de l'Equip de Treball per als Cicles 12-18 per a l'Ensenyament Reglat i no Reglat. Departament d'Orientació Escolar i Professional, Institut Municipal d'Educació, Ajuntament de Barcelona, 26 January 1987.

4.2 Regional Administration of Valencia

In Valencia, the Order of the Council for Culture of 13/5/85 (DOGV 30/5/85) established the structure and functions of the Educational Psychological Services (Servicios Psicopedagógicos Escolares, or SPE). Amongst their specific objectives are 'to offer educational and vocational guidance to the student, integrating all the elements which influence the assessment of the student's progress and supporting teachers in carrying out their tutorial function'. The SPE's general plan of activities presents educational and vocational guidance among the main functions which it plans to develop in the future. Guidance is seen as being linked with the role of tutors in schools, and the process will also demand the assistance of other community agencies.* This could not have been possible without the work, stemming from as long ago as 1940, of the Municipal Institute of Education** and the Educational Science Institute of the University of Valencia.***

4.3 Other Regional Administrations

In the Basque Country, accordingly to an Order dated 30 April 1985 (BOPV 10/5/85), the intervention of the resources and support centres (CAR) is extended to the second educational level (ages 15-19). This introduces a 'guidance technician' (técnicos en orientación) responsible for vocational guidance. At the moment there are 12 guidance officers in the region.

* Rosario, F. del (Chief of the Service for Compensatory Education and Psycho-Pedagogical Action): personal communication. Consejería de Educación y Ciencia de la Generalidad Valenciana, Valencia, December 1986.

** Zaragoza, J.: El Instituto Municipal de Orientación de Valencia: una Nota Histórica. Revista de Psicología General y Aplicada, 1983.

***Orts, J.M.: Un Estudio Sobre la Situación de los Servicios Escolares de Orientación desde el Punto de Vista de los Directores de Centros. Account given to the II Jornadas de Orientación Escolar y Profesional, Valencia, 1982, organised by the AEOEP and co-ordinated by J.M. Orts. Instituto de Ciencias de la Educación, Universidad de Valencia, 1983, pp.289-318.

The Regional Administration of Navarre created in 1981 a Psycho-Educational Guidance Service. Its basic functions are concerned with diagnosis and treatment of learning problems, but it also includes limited attention to vocational guidance.

The Regional Administration of Andalusia by Decree 238/1983 (BOJA/12/83) created a Group for the Promotion of Educational Guidance, which is directed towards non-university education. Article 2.2 of the Decree advocates 'the guidance of the pupil through the teacher tutor'. Since its creation, more and more jobs for guidance officers have been announced, and there are now 249 in Andalusia. The services come under the Directorate-General of Elementary Education, with special attention being paid to the needs of those in the countryside.* During 1986 the activities of the guidance officers were distributed as follows: 4,074 activities with teachers, 52,777 with pupils, and 10,817 with parents, with 24.5% of the time being devoted to educational and vocational guidance.

In other regions the interest in vocational guidance is increasing, although no specific activities are yet particularly worthy of mention.

5. Private Careers Guidance Services

In addition to the official and semi-official services outlined in the preceding pages, mention should be made of the wide range of private services.

These can be classified in five groups:

- Careers offices set up by qualified counsellors, singly or in group practices, which open their doors to the public in the same way as any commercial enterprise.
- Psychopedagogical and professional guidance services in the private schools - nearly always religious, and generally attended by the children

* Junta de Andalucía, Conserjería de Educación y Ciencia: Memoria de Actividades, Curso 1985-86; Equipos de Promoción y Orientación Educativa.

of the upper and upper-middle classes. These services function under the direction of a psychologist or educationalist. The services are paid for by parents, either as a body or on an individual basis.

- Careers departments in state elementary and secondary schools, which are supported by subscriptions to parents' associations. Since funds tend to be limited (the state school population in Spain is drawn largely from the lower and lower-middle classes), the counsellor is often part-time. Their work is mainly concerned with learning difficulties and with educating parents to help their children more effectively, and tends to involve working with groups rather than with individuals.
- Careers and psychopedagogical guidance services springing from projects at the municipal level, mainly in the large cities and their industrial suburbs, such as Madrid, Barcelona, Valencia, Bilbao, Sevilla, etc., where one or two counsellors are taken on to work through the schools in helping poor or deprived students with basic problems like nutrition, hygiene, emotional and family difficulties, lack of basic education, and illiteracy, and also with juvenile delinquency, which is a problem in such suburbs. Barcelona and Madrid* are particularly affected by such problems, and it is these cities which are providing the models for action for other Spanish cities and towns.
- Centres for careers guidance and placement for people who are on the borderline of normal intelligence, but who also have the right to work in their adult lives. There are a number of such centres, and the work of Barcelona's Guía: Centro de Orientación e Iniciación Laboral (Guide: Centre for Careers Guidance and Entry to Work) deserves a special mention. It is a totally private enterprise with no subsidy at all, combining special education with careers guidance for those of low ability and the mentally handicapped. Through preparation-for-work courses and a method centred on individuals or small groups, and with the co-operation of parents and teachers, visits to industry, careful monitoring of pupils and periodic psychopedagogical reports, it is trying to help less gifted young people reach autonomy and full participation in society.**

It would be impossible to give definite figures for the numbers of centres like these in Spain: no ministry or professional association has ever managed, nor even tried, to estimate how many such centres there are.

* Sanz, Ma. J.: Programa de Orientación Profesional de la Concejalía de Juventud del Ayuntamiento de Madrid. Paper prepared specially for the purposes of this report, 30 January 1987. See also the daily newspaper Ya (20 November 1986) and the magazine Villa de Madrid, Informativo Quincenal (No. 98, 15 November 1986).

** Planas, J., and Hernández, J.J.: Guía: Centro de Orientación e Iniciación Laboral. Paper specifically prepared for this report, Barcelona, 1987.

6. Education and Training of Guidance Officers

The education of guidance officers in Spain is almost entirely carried out in the universities, from which the degree of Graduate in Educational Sciences can be obtained. In certain universities (e.g. Barcelona, and the Universidad Nacional de Educación a Distancia), a specific course in careers guidance can be studied. The current curriculum was established in 1977, but a new one will be introduced in 1987-88. In preparation for it, a number of new proposals have already been made.* Currently, a university with a particularly rich offering on guidance is Barcelona, which teaches the Theory and Process of Guidance, Educational Guidance, Vocational Guidance, Vocational Education, Differential Pedagogy, Diagnostic Pedagogy, Vocational Information, and the Planning and Organisation of Guidance Services. Unlike in some other countries, in Spain the guidance courses are taught by the Faculty of Pedagogy and not by that of Psychology. Within this faculty, the Chair of Teaching Methodology currently has educational guidance under its curricular control, though this may not be the case in future.

Most of these courses are not sufficient for the student to be considered as having followed a full training course which adequately prepares them for professional practice in guidance. As a full professional diploma in careers guidance does not exist, a person with a general pedagogical or psychological background can take up the profession if he or she so chooses.

* Rodríguez Espinar, S.: Criterios Básicos en el Diseño de un Programa de Formación de Orientadores. Account given to the I Congreso de Orientación Escolar y Vocacional (INEM-MEC), Madrid, 1985.

Rodríguez Moreno, M.L.: La Renovación Curricular para la Formación de Orientadores ante la Reforma de las Enseñanzas Medias. Report presented to the I Congreso de Orientación Escolar y Profesional (MEC-INEM), Madrid, 1985.

Rodríguez Moreno, M.L.: Problemática y Tendencias Actuales en la Formación de Orientadores. Report presented to the I Congreso de Orientación Escolar y Profesional (MEC-INEM), Madrid, 1985.

In addition, there are a great many conferences, symposia and seminars organised by various bodies, usually with limited financial help and resources, and heavily dependent on the voluntary enthusiasm and good-will of those taking part.

III. LINKAGES

The complex administrative structure of Spain means that there are a variety of official organisations with a potential interest in educational and vocational guidance. These include education and labour authorities. They also include authorities operating at a variety of levels:

- The state, based in Madrid.
- The 17 autonomous communities (Comunidades Autónomas) which comprise Spain. The level of 'autonomy' varies: it is particularly strong in the Basque Country and Catalonia in view of their historical independence (they have their own separate languages); it is also strong in Galicia and Valencia. In general, however, there is a trend towards greater devolution to all these regional administrations.
- The 52 provinces (Provincias) into which the country is further divided. The old administrative system of the Diputaciones, which is now less important than it used to be, was based on this provincial structure.
- The municipalities - i.e. the councils of the main cities.

At times, guidance services get involved in the competitive struggles for territory on the part of these different public authorities. In such struggles, more attention is sometimes paid to the visibility of activity than to the actual delivery of guidance services to those who need them.

The situation is exacerbated by the lack of a coherent legislative framework for guidance policy. As we saw in Section II, different legislative instruments have been passed at different times for different purposes, often based on different ideological positions depending on the party in power at any one time. Moreover, edicts are often not followed by Ministerial Orders providing the necessary funds. As a result, there is frequently little or no co-ordination between the different groups involved in administering and providing guidance.

There have however been some attempts to overcome these difficulties. On 15 July 1980 the Ministries of Education and Labour signed an agreement

between the General Directorate of Primary Education and the General Directorate for Employment (INEM) which explored forms of joint action across the worlds of education and of work, and tried to guarantee continuity in careers guidance provision. The agreement covered the following areas:

- Collaboration in the field of careers guidance and in the study and investigation of the requisite skills.
- Developing joint careers publications aimed both at school students in the 7th and 8th stages of compulsory primary education (aged 13-14) and at young job-seekers along with their parents and teachers.
- Exchange of information on the stage of the labour market and job opportunities, together with educational statistics of interest for careers guidance, through termly meetings.

Again, the Royal Decree 2689/1980 (BOE 16/12/80) governing the Educational and Vocational Guidance Institutes stated that part of their responsibility would be to provide careers guidance in the secondary and vocational schools, and that this would involve co-ordination with the SOEVs and the National Institute for Special Education. Where necessary they were also to work together with the universities and other 'public and private, civilian and military institutions'. But these directives are rarely put into practice.

Currently, a new trend is developing, particularly in the autonomous communities most concerned with education, which puts the secondary and vocational schools in contact with town halls, councils, educational advisory groups, banks, etc., to secure various information services - through written material, computers, the telephone, etc. - in an effort to fill some of the gaps in the central provision. These schools are also working to establish practical working agreements with employers and to obtain the support allocated to projects concerned with the transition from school to work by the European Social Fund (in these latter cases, INEM has to act as an intermediary). Here, as elsewhere, formal co-operation and collaboration

between institutions often fails to hold good in practice, but institutions make links as best they can with those bodies they consider competent and particularly helpful in relation to their particular purposes.

Important linkages between guidance services are also facilitated at a more informal level by the Spanish Association for Educational and Vocational Guidance (Asociación Española para la Orientación Escolar y Profesional, or AEOEP). Located in Madrid, it has sections all over Spain. The Catalan Association of Educational and Vocational Guidance (Associació Catalana d' Orientació Escolar y Profesional, or ACOEP), located in Barcelona, is directed to Catalan-speaking guidance offices. Also significant is the coordination and updating work which is carried out at university level through national meetings promoted by the Inter-University Association of Pedagogic Research (Asociación Interuniversitaria de Investigación Pedagógica Española, or AIDIPE). Based in the University of Barcelona, it brings together university teachers involved in the training of guidance officers.

Finally, it is important to note the linkages between guidance services and parents. The family structure is strong in Spain: young people often stay living at their parental home for longer than is the case in most other European countries. Parents accordingly tend to be very influential on young people's career choices. The parents' associations attached to schools have often proved an important pressure group for improved guidance services, particularly in middle-class areas. In working-class areas, however, involving parents in guidance activities tends to prove more problematic.

IV. CONCLUSIONS

A brief resumé of the guidance services in Spain reveals three things:

(1) that Spain has a long tradition in guidance, stemming from the beginnings of this century; (2) that the Spanish Civil War (1936-39) destroyed all the projects and services created prior to it; and (3) that in the last decade, with the restoration of democratic institutions in Spain, there has been a considerable growth of guidance services in both educational and labour-market contexts.

In particular, in the 1970s, the education authorities and a number of university professors began to realise the importance of guidance services. In the light of the inadequacies of the activities carried out by the Ministry of Science and Education, the Ministry of Labour also initiated its own guidance policies for young people aged 14-25 who were searching for their first job. But although these new services had a promising beginning, there seems to be less momentum behind some of them now.

Since 1983, some of the regional administrations - under pressure from popular demand, particularly regarding the problems of less-favoured groups (people living in the industrial belts, students with an experience of school failure, families without a basic education, populations needing compensatory education, unemployed young people, etc.) - have begun to establish their own initiatives. This is beginning to lead to the creation of more diverse models of guidance, adapted to the particular needs and structure of each region.

To summarise, it can be said that:

- (a) In Spain, there is a clear interest in the establishment of more professional guidance services on the part of relevant professional groups like psychologists, pedagogues and sociologists.
- (b) This interest is not reflected in the policies of the educational authorities, which tend to defend the key role of the tutor but without offering the support needed to develop this role.

- (c) The country has a wide range of legal regulations on guidance. Few, however, have been put into practice and not many jobs have been created for the trained guidance staff emerging from the universities.
- (d) Attention to special education and to students with learning or behavioural problems tends to be given priority over the educational and vocational guidance of normal pupils.
- (e) In the local and municipal administrations, budgets for developing guidance services have often been entrusted not to trained guidance staff but to untrained people, and too frequently an excessive amount of money is spent on cosmetic exercises (glossy leaflets etc.) rather than on delivery of services to those who need them.
- (f) The recognised professional authorities in careers guidance are rarely consulted by the politicians planning reform in this area.
- (g) Despite all these obstacles and problems, the struggle for improved guidance services continues. There are still hopes that it may be possible to develop a coherent guidance structure in which the experience of those who have been professionally trained in guidance will be fully harnessed.

European Communities — Commission

**Educational and vocational guidance services for the 14-25 age group :
Italy, Portugal and Spain**

Document

Luxembourg: Office for Official Publications of the European Communities

1988 — 110 pp. — 21.0 x 29.7 cm

EN

ISBN 92-825-7855-0

Catalogue number: CB-52-88-025-EN-C

Price (excluding VAT) in Luxembourg:

ECU 10.50 BFR 450 IRL 8.10 UKL 7.50 USD 13

**Venta y suscripciones · Salg og abonnement · Verkauf und Abonnement · Πωλήσεις και συνδρομές
Sales and subscriptions · Vente et abonnements · Vendita e abbonamenti
Verkoop en abonnementen · Venda e assinaturas**

BELGIOUE/BELGIË

Moniteur belge / Belgisch Staatsblad
Rue de Louvain 40-42 / Leuvensestraat 40-42
1000 Bruxelles / 1000 Brussel
Tel. 512 00 26
CCP/Postrekening 000-2005502-27

Sous-dépôts / Agentschappen:

**Librairie européenne /
Europese Boekhandel**

Rue de la Loi 244 / Wetstraat 244
1040 Bruxelles / 1040 Brussel

CREDOC

Rue de la Montagne 34 / Bergstraat 34
Bte 11 / Bus 11
1000 Bruxelles / 1000 Brussel

DANMARK

Schultz EF-publikationer

Møntergade 19
1116 København K
Tlf: (01) 14 11 95
Girokonto 200 11 95

BR DEUTSCHLAND

Bundesanzeiger Verlag

Breite Straße
Postfach 10 80 06
5000 Köln 1
Tel. (02 21) 20 29-0
Fernschreiber:
ANZEIGER BONN 8 882 595
Telecopierer:
20 29 278

GREECE

G.C. Eleftheroudakis SA

International Bookstore
4 Nikis Street
105 63 Athens
Tel. 322 22 55
Telex 219410 ELEF

Sub-agent for Northern Greece:

Molho's Bookstore
The Business Bookshop
10 Tsimiski Street
Thessaloniki
Tel. 275 271
Telex 412885 LIMO

ESPAÑA

Boletín Oficial del Estado

Trafalgar 27
E-28010 Madrid
Tel. (91) 446 60 00

Mundi-Prensa Libros, S.A.

Castelló 37
E-28001 Madrid
Tel. (91) 431 33 99 (Libros)
431 32 22 (Suscripciones)
435 36 37 (Dirección)
Télex 49370-MPLI-E

FRANCE

**Service de vente en France des publications
des Communautés européennes**

Journal officiel
26, rue Desaix
75732 Paris Cedex 15
Tel. (1) 45 78 61 39

IRELAND

Government Publications Sales Office

Sun Alliance House
Molesworth Street
Dublin 2
Tel. 71 03 09

or by post

Stationery Office

St Martin's House
Waterloo Road
Dublin 4
Tel. 68 90 66

ITALIA

Licosa Spa

Via Lamarmora, 45
Casella postale 552
50 121 Firenze
Tel. 57 97 51
Telex 570466 LICOSA I
CCP 343 509

Subagenti:

Libreria scientifica Lucio de Biasio - AEIOU

Via Meravigli, 16
20 123 Milano
Tel. 80 76 79

Libreria Tassi

Via A. Farnese, 28
00 192 Roma
Tel. 31 05 90

Libreria giuridica

Via 12 Ottobre, 172/R
16 121 Genova
Tel. 59 56 93

GRAND-DUCHÉ DE LUXEMBOURG

**Office des publications officielles
des Communautés européennes**

2, rue Mercier
L-2985 Luxembourg
Tél. 49 92 81
Télex PUBOF LU 1324 b
CCP 19190-81
CC bancaire BIL 8-109/6003/200

Messageries Paul Kraus

11, rue Christophe Plantin
L-2339 Luxembourg
Tél. 48 21 31
Télex 2515
CCP 49242-63

NERDERLAND

Staatsdrukkerij- en uitgeverijbedrijf

Christoffel Plantijnstraat
Postbus 20014
2500 EA 's-Gravenhage
Tel. (070) 78 99 11

PORTUGAL

Imprensa Nacional

Av. Francisco Manuel de Melo 5
P-1000 Lisboa
Tel. 65 39 96

Distribuidora Livros Bertrand Lda.

Grupo Bertrand, SARL

Rua das Terras dos Vales, 4-A
Apart. 37
P-2700 Amadora CODEX
Tel. 493 90 50 - 494 87 88
Telex 15798 BERDIS

UNITED KINGDOM

HM Stationery Office

HMSO Publications Centre
51 Nine Elms Lane
London SW8 5DR
Tel. (01) 211 56 56

Sub-agent:

Alan Armstrong & Associates Ltd

72 Park Road
London NW1 4SH
Tel. (01) 723 39 02
Telex 297635 AAALTD G

SCHWEIZ/SUISSE/SVIZZERA

Librairie Payot

6, rue Grenus
1211 Genève
Tel. 31 89 50
CCP 12 236

UNITED STATES OF AMERICA

**European Community Information
Service**

2100 M Street, NW
Suite 707
Washington, DC 20037
Tel. (202) 862 9500

CANADA

Renouf Publishing Co., Ltd

61 Sparks Street
Ottawa
Ontario K1P 5R1
Tel. Toll Free 1 (800) 267 4164
Ottawa Region (613) 238 8985-6
Telex 053-4936

JAPAN

Kinokuniya Company Ltd

17-7 Shinjuku 3-Chome
Shinjuku-ku
Tokyo 160-91
Tel. (03) 354 0131

Journal Department

PO Box 55 Chitose
Tokyo 156
Tel. (03) 439 0124

Price (excluding VAT) in Luxembourg :
ECU 10.50 BFR 450 IRL 8.10 UKL 7.50 USD 13



OFFICE FOR OFFICIAL PUBLICATIONS
OF THE EUROPEAN COMMUNITIES
L - 2985 Luxembourg

ISBN 92-825-7855-0



9 789282 578551