

NILS KARLMAN

*Head of section, Vocational Guidance
Division, National Labor Market
Board, Government of Sweden.*

GUIDANCE DEVELOPMENTS IN EUROPE

A Report to the Canadian Guidance and Counselling Association at the conference in Quebec, May 29 - June 1, 1967.

I have been asked to inform you about guidance developments in Europe. My intention is to explain to you in rather general terms what we are doing about vocational guidance in Scandinavia in particular.

I am fully aware of the fact that we are far behind you in many fields of school guidance, and the purpose of my being here is, of course, to learn as much from you as possible and perhaps bring some new and daring ideas back to Scandinavia. May I also say that in many respects we question too deep an involvement in the field of psychological evaluations of students, but we are instead pushing ahead in the practical aspects of vocational guidance.

HISTORICAL DEVELOPMENTS

In a Swedish local school law of 1773 teachers are advised to take the pupils for a walk now and then to give them opportunity to get familiar with the professional life of the place and to "raise inclination, desire and reflection to ascertain and find out the bent and skill of the boys." This might be considered quite a good program for vocational guidance.

I can give you other examples from still older times. People have always been thinking of the importance of occupational choice. Among the ancient Greeks Plato had many thoughts on the choice of profession, and Spanish scholars in the 15th and 16th centuries were philosophizing on talent and vocational life.

So as an idea vocational guidance is of ancient origin. It is, however, quite remarkable that vocational guidance is rather new as a social function. Not until the beginning of the 20th century can a real interest be noticed from society to help the youth and others concerning their problems for the future. An organized activity for vocational guidance is not many decades old anywhere in the world.

What happened at the beginning of the 20th century in Europe and America were isolated achievements. Here and there offices of vocational guidance were established in some of the large cities.

The more industrial development proceeded, the greater was the need for social activity in this field. For the early history of vocational guidance, at least in Europe, it seems characteristic that the social institution in a country that had the greatest resources and the greatest interest started and developed vocational guidance services. As an example Germany can be mentioned, where the employment service established a bureau of vocational guidance in Munich in 1902. Similar offices were set up in other German cities and towns. Since then the organization of employment services has dominated vocational

guidance in Germany. The same thing is characteristic for Holland and Austria.

In France, Belgium, Switzerland, and other European countries, educational institutions seemed to have shown the greatest interest in guidance from the beginning, and guidance has its strongest anchoring in schools in these countries. In France at the national level, the Ministry of National Education is responsible for the organization and financing of official educational and vocational guidance services. At regional and local levels, educational authorities have the responsibility for these services. In Belgium, psycho-medical social centres and educational and vocational bureaus are to be found. These are independent, but work in close contact with schools. Vocational guidance in Switzerland has also a close connection to schools.

In the United Kingdom vocational guidance is organized at the national level by the Central Youth Employment executive, on which the Ministry of Labour, Ministry of Education, and Scottish Education Department are represented. The local services are financed by the Ministry of Labour, but most of the vocational guidance services are provided by local educational authorities. In the United Kingdom the question of organization is looked upon practically. It is taken care of by the social institution, which has the interest and the resources (Reuchlin, 1964).

In the Scandinavian countries the employment services can be said to have taken the initiative in vocational guidance. This is because there was a national organization to get attached to—the employment service had a developed regional and local organization—and it did not take long to get resources for both staff and premises. From the start the employment service organization took the greater responsibility in Sweden. The same can be said of Denmark, Finland, and Norway. At the beginning of the 1940's, services were rapidly set up to cover the whole country. Earlier, only sporadic achievements had been accomplished. In Iceland the guidance work is connected with the school.

At this time in Europe it was mostly a question of vocational guidance. Society was interested in helping young people to a suitable adaptation to work and profession—especially those who, after having left compulsory school, were starting to work immediately. Guidance that was attached to school was more and more characterized by orientation of talent and aptitude for studies.

The continued development of guidance must first be seen in the light of social changes.

CHANGES IN SOCIETY

The need for vocational guidance was clearly noticed when the old rural society changed into an industrial one. People moved to cities, towns, and suburbs. This, of course, meant different manners of living and new chances for work, and not to be forgotten, greater difficulties in managing on one's own.

The development of this new society has been a long process and is still going on. There have been changes in the social, economic, and technical fields. Enormously rapid technical development is characteristic of the last few decades and, above all, the last few years. This rapid change has been of

special importance for the labor market. The picture is, of course, not uniform for all of Europe—the development is more striking in the highly industrialized countries—but the tendency is evident everywhere. In many respects the static society has become more and more dynamic

And now we will, no doubt, look forward to a society which is more industrialized, more technically complicated and more variable. Stability will be regarded as something abnormal, and mobility and variability as a normal state in the type of economy and society that we, and even more our children, will witness. All this must, of course, affect man and his life. The changed society raises great problems both for young and old.

Let us look upon the consequences for school and the labour market.

CONSEQUENCES FOR SCHOOL

The development of society must be decisive for the school system. The school cannot live in a vacuum, but is influenced by a changing society. Every change of the conditions of society—whether cultural, social, economic, or technical—must inevitably affect school.

During the past few years reforms of the educational system have been introduced in several European countries. As examples France, Belgium, and Holland can be mentioned. In Scandinavia, particularly in Sweden, the reform work of the schools is now going on. Sweden has just got new compulsory schooling for 9 years. The voluntary schools, for example the new “gymnasium,” the Swedish equivalent of senior high school, are directed towards social, economic, and technical fields and cover theoretical as well as practical vocational training. The normal studying time at a gymnasium is scheduled to be 3 years. Another non-compulsory school is the 2-year continuation school. A new reform will soon be introduced concerning the trade school. (National Board of Education, 1962; Dahllof, Zetterlund, & Oberg, 1966). Characteristic of these school reforms are new pedagogic ideas and a partly changed view of the task of the school, in which a greater consideration is paid to the world the pupils will meet when they leave school.

CONSEQUENCES FOR THE LABOR MARKET

In the highly industrialized countries where questions of employment are “burning,” the efforts of society are more directed to solve the problems of the labor market. The aim is full employment, formed by an active labor market policy. The responsibility of society for education is therefore continued by new forms of education for adults. The new situation demands further training in new forms and, above all, retraining. In Sweden we use the term “labor market education” for this.

The individual is to a great extent dependent on this new society with a demand for mobility of labor and with constant risks of structural changes. Of the individual it requires adaptiveness, willingness to change work environment and occupation, agreement to retraining and, if needed, acceptance of changes in work processes and tasks.

THE IMPLICATION FOR GUIDANCE

What has been said here about changes of society, the new school program, and the active labor market policy has a direct importance for guid-

ance. So far, as has been mentioned before, the main responsibility for vocational guidance has been taken by the school or the employment service. The contributions have therefore been uneven. As the situation is today, it is not enough to have action by one social institution in a country. The school alone cannot manage the guidance program. The employment service staff cannot claim to be the only competent one. In most west European countries this is a reality. In countries where *employment services* have dominated vocational guidance, guidance at school increases, and where *school* has dominated they have started guidance for adults. Everywhere we find a struggle towards syntheses.

In this new situation the question of current interest is, what is the task for guidance now?

THE CONCEPT OF GUIDANCE

In certain countries in Europe the scope of what guidance really involves has undoubtedly increased. This is particularly significant for vocational guidance. In a report from Geneva, in 1963, it is said: "The name of guidance or counselling includes educational guidance, vocational information, individual assistance to pupils for guiding them generally in life, and, finally, advice on the choosing of a vocation." The influence from the American continent is here evident. It is typical that in France the former "vocational guidance centres" in 1960 became "educational and vocational guidance centres (Reuchlin, 1964)."

In countries where "vocational guidance" is still a unified conception—as in Sweden and other Scandinavian countries—a type of guidance that mainly corresponds to the definition of the Geneva report has developed within the schools. This means a widening of the scope and concept of vocational guidance. In the whole of Europe there is an evident trend towards a unified concept of school and vocational guidance. It should be pointed out, however, that guidance gradually has turned out to include "guidance for adults." If the vocational guidance service in schools and elsewhere has spread recognition of the fact that nobody should regard any occupational choice as definite and permanent, it means that many adults will contact the vocational guidance offices.

The structural changes of the labour market necessitate vocational changes. Many who want to change for personal reasons need help. We have the experience in Sweden that the re-training programme carried on under the supervision of the National Labor Market Board together with the National Board of Education, increases the need for vocational guidance. Also married women more and more wish to take jobs when their children have grown up. These women need detailed information about the changes in labor market conditions and often about vocational training or re-training as well. Vocational guidance is of great importance in this connection. Especially in countries with an "active labor market policy" this form of vocational guidance has increased. The increase has been rapid in some countries, for instance in Sweden. Of those who visited the vocational guidance offices in Sweden there were in 1962 42.8% and in 1964 49.5% and in 1966 58.8% over 20 years of age.

The development sketched here—a widened concept and role of guid-

ance in the schools and increased guidance for those who have already left school—must, of course, bring technical and organizational consequences.

METHODOLOGICAL PROBLEMS

The guidance that from the beginning was given at school was diverted to identification of talent and thus involved psychological appraisal. The information given was mostly on educational opportunities. Great attention was, therefore paid to studies—aptitude for studies and different choices of subjects to study. This is, of course, still the case in many European countries.

The changes of society cannot leave school untouched. Therefore, it is no longer enough to be able to identify talents or aptitudes and to give just educational guidance at school. There is an evident demand for more orientation towards the vocational world and the labor market. Above all, in the voluntary schools after the basic school, the senior high school or institute levels, an active orientation to the situation of the labor market is necessary.

Another noticeable tendency is that educational and vocational guidance has been attached to pedagogic reform work. The key word is now integration: vocational guidance cannot be isolated, but must become an integral part of the educational system. In some European countries this is no longer a novelty. In other countries this programme has not yet been carried through.

The experiences from Sweden are illustrative of the development mentioned here. In accordance with the different school reforms in Sweden, the principle of vocational guidance as a continuous process is now being carried out. Educational and vocational guidance are part of a school system, so to speak. There is orientation towards professional life at the lower and middle stages of the basic school, but from the 7th, 8th, and 9th grades (upper department) there is theoretical vocational guidance on the curriculum, and the pupils have individual guidance as well as prevocational practical orientation (PRYO). A special officer—a teacher-counsellor—employed both by school and the employment services has the responsibility for this guidance. We now have in Sweden about 800 teacher-counsellors.

In the non-compulsory schools and other institutions for higher learning this kind of orientation is included in civics and social studies, and vocational guidance officers from the employment services give lectures on the labor market, education, and vocational life. These officers also handle the individual counselling. We have in Sweden about 200 vocational guidance officers.

At the universities there is also educational and vocational guidance through cooperation between vocational guidance officers of employment services and educational guidance officers of the universities. The old ways of rather sporadic and incidental guidance have gradually been replaced by a systematic program.

In Sweden vocational guidance formerly came from outside the school. Now a team has been set up for the care of pupils in school. At senior high school levels this group, generally directly under supervision of the headmaster, includes a school psychologist, school librarian, medical staff, and vocational guidance officers of the employment service. It is true that the guidance officers come from outside the school, but they can be regarded as a working part of the educational team. In the basic schools, the elementary

and junior high school levels, the teacher-counsellor has a dual appointment. He is employed both by the school and the employment services.

The teacher-counsellor is also a member of the team for the care of the pupils. These teams plan the work, but, above all, they discuss the problems of pupils from various points of view. Great attention is paid to the physically or mentally handicapped pupils. In general, however, they get the same kind of guidance as other pupils. This way of making a unified contribution to the pupils' welfare is not a new idea. Anyhow, we are particularly interested in carrying out this programme in all schools.

The methodological problems are not only limited to vocational guidance at schools. Consideration of the need of guidance for other groups requires new thinking concerning the methods. In Sweden we have started cautiously to try out new ways. Not solely the vocational guidance officers participate in vocational guidance for adults, but the staff of the employment service also contribute, especially as regards information about the labor-market developments, jobs, job requirements, and job environments. Such information is considered more and more important to the adaptation of manpower and requires close cooperation between the employment service and vocational guidance officers or rehabilitation officers.

Psychology is important to different kinds of guidance. In Europe, however, the usage of psychological tests is organized somewhat differently in the various countries. In some countries—for example in Germany and the United Kingdom—tests are contemplated only in special cases and are then carried out by a psychologist outside the service. In other instances the guidance counsellor is primarily a psychologist and psychological tests are an intrinsic part of the system. The methods used in Belgium and France correspond more closely to this approach.

In the Scandinavian countries the usage of psychological tests is organized in different ways. The Finnish guidance officers are all psychologists and use tests in their work. In Denmark and Norway there are special psychologists employed for this work. The vocational guidance service in Sweden uses psychological experts from outside the service who are connected with psychological institutions. About 70 psychologists in these institutions are working for the Labor Market Board. In the Scandinavian countries we also have special school psychologists within the schools; these however, are not directly concerned with vocational guidance.

A widening of the usage of psychological tests has been noticed in the Scandinavian countries. This is connected with the increasing school activity, but, above all, with the vocational guidance for adults which has become more and more important. This widening of the psychological program has brought to awareness the question of the importance of psychological tests in vocational guidance. It is evident that it is no longer enough to examine aptitudes for studies. The talents must now, above all, be related to job requirements and to work in its entirety. Job requirements must be seen both from psychological and medical aspects. This is a great and difficult question. The knowledge of the relationship between talents and vocation must probably still be regarded as rather incomplete. At least in the Scandinavian countries we strongly feel the need for penetrating research in this field of psychology.

An aid for the applicant for vocational guidance is actual job experience. In several countries new forms for such a contact with commercial and industrial life have been tried for some time. In Sweden we have compulsory practice in the gymnasium for those who have chosen the technical course, and, for others, training and work during their vacations are recommended.

As an attempt to solve the question of pupils' adaptations to professional life we have had in Sweden for several years prevocational practical orientation (PRYO). In the basic school PRYO is compulsory for all pupils in the 8th grade.

During a total period of 3 weeks subdivided into 2 or 3 parts the pupils work in two or three different jobs. During the school year 1965/66 about 84,000 pupils were placed in 150,000 jobs. PRYO is intended as a help to the pupils in their vocational choices; it is also a good social orientation, and it completes the theoretical vocational orientation.

It is important to note that PRYO involves orientation and not actual training. In order to carry out the PRYO programme it is necessary to have well-established cooperation between the school, the employment services, and industry. The schools handle the pedagogical aspects, and the employment service provides the jobs. Essential for the success of PRYO is the preparation at school by the teachers, through lectures and individual counselling and through follow-up in class, in which the teacher relates the job experiences of the pupils to their school subjects. It has been suggested that the organization of PRYO should be changed. According to present plans there will be only one compulsory visiting period for all pupils. This period will be placed at the beginning of the 9th grade in compulsory school and will last for two weeks. Those pupils who are mentally and physically handicapped, or otherwise have special problems with their occupational choices, can, however, later in the 9th grade have another period of indefinite length. Greater attention than previously will be paid to the preparation for PRYO at school, which will be part of the teaching and include educational visits, films and the like.

ORGANIZATION PROBLEMS

Concerning the organization of the educational and vocational guidance service, we must consider how the services have developed in various countries. We must not overlook the fact that authorities and institutions already have some resources. The changed situation that I mentioned before has, however, increased the need for new organization of the educational and vocational guidance services.

In Scandinavia we know that we must make arrangements to maintain and extend liaison committees to use all the resources provided by the schools, homes, employment services, business, and industry. This will be done centrally, regionally, and locally. It is not enough to have cooperation in general terms. Permanent organizations that work smoothly and assure continuity are necessary.

We have had a good experience in Sweden with a cooperation committee, on which are representatives of the responsible authorities for vocational guidance, the Labor Market Board, and the Board of Education. This

committee meets regularly, plans the work, and discusses fundamental questions. There is an equivalent organization at the regional level. Attached to the committee is a special organ of cooperation for commercial and industrial life, and an editorial committee which examines informative periodicals published by commerce and industry.

In the rest of Europe the possibilities for cooperation vary from country to country. The psychology of cooperation would be worth investigating deeply. It seems as if, in many cases, justification of one's own institutions and professional staff is more important than anything else—and the result is often poor.

The need for information about individual vocations is, at present, somewhat less pressing than before. Information is now needed about the wide fields that dominate the labor market and we have found it imperative to have these informative surveys carefully written.

Various kinds of audio-visual aids have also been prepared. These aids, together with radio and TV, will play an even more important part in the future. These questions can, however, only be solved by cooperation among various institutions. We are also trying to plan for a unified Scandinavian approach in this field.

TRAINING OF VOCATIONAL GUIDANCE PERSONNEL

In some European countries vocational guidance officers get a thorough training—particularly in the psychological field. The problem is that present developments demand a re-organization of the form and content of the training. Specialists are also needed in entirely new fields. In addition the program needs more people, who will require a more general knowledge of guidance.

Cooperation is also needed in the fields of education and training of those who are concerned with vocational guidance. In Scandinavia we have the most advanced levels of training for vocational guidance officers and teacher-counsellors together. The Scandinavian Vocational Guidance Federation arranges seminars in cooperation with the responsible authorities for vocational guidance. The conference expenses of vocational guidance officers are paid by the Labor Market Board, and the expenses of the teacher-counsellors by the Board of Education or the local school authorities. The Scandinavian Vocational Guidance Federation also publishes a Scandinavian journal.

At the international level cooperative training is needed. Quite a lot has been done, but, it is not enough.

RESEARCH

One of the reports of the international seminar on vocational guidance held in Vienna in October last year stressed the need for fundamental research in connection with vocational guidance. There was a proposal for the establishment of research centres and an international documentation centre (International Association for Educational and Vocational Guidance, 1966). This is urgent. The only question now is how this is going to be realized and who should be working for its realization.

MAN IN THE CENTRE

During the last few days, I have had the advantage of seeing "Expo 67"—Man and His World—a very fantastic world. It is this coming world that we must consider, into which the fascinating and challenging work of guidance is being built. In this structure man should be in the centre, and it is our role as teachers, teacher-counsellors, guidance officers, and administrators to put man in his proper place, to help him, step by step, into the new world, of which he must be the centre.

REFERENCES

- Dahllof, U., Zetterlund, S., & Oberg, H. *Secondary education in Sweden—A survey of reforms*. National Board of Education, Publishing Department, Stockholm: SO-forlaget, 1966.
- International Association for Educational and Vocational Guidance. *Bulletin*. Number 15, 1966.
- Modern Swedish Labour Market Policy*. Stockholm: Bokforlaget Prisma, 1966.
- National Board of Education, Publishing Department. *The new school in Sweden—The comprehensive schools: Aims, organization, methods*. Stockholm: SO-forlaget, 1962.
- Reuchlin, M. *Pupil guidance—Facts and problems*. Strasbourg: Council for Cultural Co-operation of the Council of Europe, 1964.

HISTORIQUE DE L'ORIENTATION EN EUROPE

NILS KARLMAN

Karlman retrace l'histoire de l'orientation en Europe et souligne les modifications qui en ont intensifié la nécessité dans la société. Il en ébauche ensuite les conséquences en éducation et sur le marché du travail et leurs implications en ce qui a trait à l'orientation. Après avoir étudié les multiples formes prises par l'orientation dans différents pays, l'auteur note les problèmes d'organisation soulevés. Et surtout en Suède, il met en évidence la coopération entre différents groupements: marché du travail, autorités en orientation professionnelle et personnel scolaire.

Karlman lance, en terminant, un appel en faveur d'une coopération encore plus intense entre les programmes de formation et la recherche et il insiste sur le fait que l'orientation doit aller s'améliorant. Il ajoute: "L'individu doit être le *centre* de nos préoccupations et c'est notre rôle à titre de professeurs, conseillers d'orientation et administrateurs de l'aider à conquérir ce monde en évolution et de le situer vraiment là où il appartient, *au centre de ce monde nouveau*."