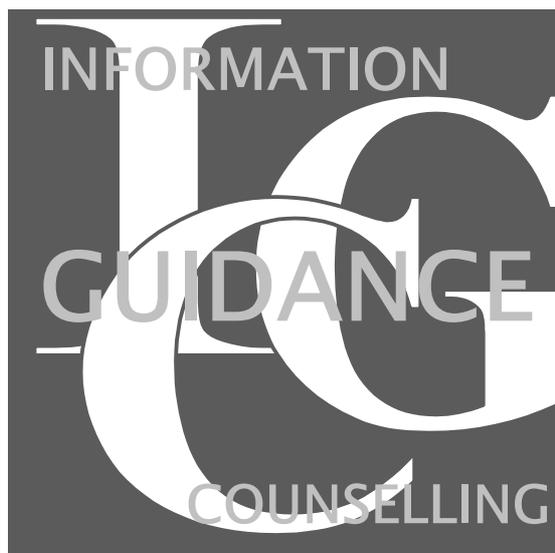


# OECD REVIEW OF CAREER GUIDANCE POLICIES



## NORWAY

### NATIONAL QUESTIONNAIRE

April 2002

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## **Background**

In Autumn 2000 the OECD's Education Committee and its Employment, Labour and Social Affairs Committee endorsed a new activity on policies for information, guidance and counselling services. The principal objective of the activity is to understand how the organisation, management and delivery of these services can help to advance some key public policy objectives: for example the provision of lifelong learning for all and active labour market policies.

The activity will gather information in several ways: through this questionnaire; through national visits by small teams of experts, in association with the OECD secretariat; through commissioned papers; and through meetings of national experts and policy makers. The questionnaire thus forms an important part of the activity, and will provide important background and contextual material for the national visits. It asks about key policy issues in information, guidance and counselling services and about the types of policy initiatives that countries are taking. It seeks some basic information on how countries organise, manage and provide information, guidance and counselling services, in order that the context of policy initiatives can be better understood. It will provide a unique comparative database to help understand how countries differ in their approaches to information, guidance and counselling services and how they are trying to solve the challenges that they face. With the agreement of participating countries completed questionnaires will be available on the OECD web site as a common resource for OECD countries.

## **Completing this questionnaire**

It will be unlikely that any one organisation, Ministry or group will have all of the information required to complete this questionnaire. National co-ordinators in participating countries are therefore asked to ensure collaboration between all relevant Ministries, as well as the involvement of researchers, employers, trade unions, private sector organisations, and information, guidance and counselling professional associations in completing the questionnaire<sup>1</sup>. Forming a national steering committee might be one way in which this can be done.

Involving a number of stakeholders in the completion of the questionnaire could result in several perspectives being obtained for some questions. A key task of national co-ordinators will be to consolidate these different perspectives in order to provide the OECD secretariat with a single, integrated response.

In many cases countries will not have all the information asked for by the questionnaire. Where this is the case, countries are asked to answer it to the best of their ability, using the best available information. Countries are not expected to undertake original surveys or research in order to complete the questionnaire. Where the information needed to answer a question is not available, please indicate this in your response.

In completing the questionnaire, please try wherever possible to refer to the source(s) of any data: research articles, literature reviews, surveys, publications, administrative data and similar.

Where possible, please provide copies of key documents, particularly those in English or in French.

Your responses to individual questions should not be lengthy. In general, please try to limit responses to each question to no more than one page. Additional information can be provided in Annexes.

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1. Countries in which National Resource Centres for Educational and Vocational Guidance have been established under the Leonardo da Vinci programme might like to include them among the stakeholders involved in the preparation of the questionnaire.

Countries should feel free to provide additional information, over and above the questions asked, where they feel that this would be helpful in increasing understanding of their national arrangements.

### **Countries with federal systems of government**

Where countries have Federal systems of government it will be important for the information provided to reflect differences between states or provinces, as well as differences that might exist between policies and practices adopted by the national government and state or provincial governments.

### **A key definition**

The term “**information, guidance and counselling services**” refers to services intended to assist individuals, of any age and at any point throughout their lives, to make educational, training and occupational choices and to manage their careers. It includes a wide range of activities. For example activities within schools to help students clarify career goals and understand the world of work; personal or group-based assistance with decisions about initial courses of study, courses of vocational training, further education and training, initial job choice, job change, or work force re-entry; computer-based or on-line services to provide information about jobs and careers or to help individuals make career choices; and services to produce and disseminate information about jobs, courses of study and vocational training. It includes services provided to those who have not yet entered the labour force, services to job seekers, and services to those who are employed.

### **The scope of this questionnaire**

This questionnaire, and the OECD activity of which it is a part, focuses upon career information, guidance and counselling services: in other words services intended to assist individuals with their career management. These often overlap with other forms of personal services. Job placement, personal counselling, community-based personal mentoring, welfare advice and educational psychology are examples. Frequently these other services are delivered by people who also deliver career information, guidance and counselling. Where this overlap exists, please include these services when answering this questionnaire. However where separate guidance services exist that do not provide career information, guidance and counselling, these separate services should be ignored when answering the questionnaire.

### **Organisation of the questionnaire**

The questionnaire contains twelve sections:

- |  |                       |
|--|-----------------------|
| 1: Overview                                      | 7: Delivery settings  |
| 2: Key goals, influences, issues and initiatives | 8: Delivery methods   |
| 3: Policy instruments for steering services      | 9: Career information |
| 4: The roles of the stakeholders                 | 10: Financing         |
| 5: Targeting and access                          | 11: Assuring quality  |
| 6: Staffing                                      | 12: The evidence base |

## **SOME COMMENTS REGARDING THE NORWEGIAN ANSWERS TO THE QUESTIONNAIRE:**

The questionnaire was sent to 40 different organizations, actors and key persons. We received 15 responses, which mainly cover activities within educational and vocational guidance in Norway. What has not been covered is the private educational institutions' information activities and, for example, the activities of temporary employment agencies and recruiting agencies.

The University of Oslo has responded on behalf of the universities and Lillehammer State University College on behalf of the state university colleges.

## 1 OVERVIEW

### 1.1 Please provide a **brief** (no more than one page) overview of national arrangements for career information, guidance and counselling services in your country.

*In answering this please describe the principal service providers, and indicate the extent to which the provision of career information, guidance and counselling overlaps with or is integrated with other services. Indicate how responsibility both for managing and for funding information, guidance and counselling services is divided: between different Ministries (for example Education and Labour); between different levels of government; and between governments and other providers. If possible, include as an Annex the contact details and homepages of key players and main providers of services. (Note: questions that allow more detailed descriptions of services can be found elsewhere in the questionnaire).*

The national responsibility for educational and vocational guidance and is divided between the education authorities and the public employment service. The distribution of responsibility is laid down in the Education Act and in the Employment Act.

Pupils attending primary and secondary education are entitled to necessary counselling. This is laid down in section 9-2 of the Education Act and in chapter 22 of the regulations issued pursuant to the Education Act. The right of adults to counselling is laid down in Chapter 4A, section 8 of the Education Act, and applies from autumn 2002.

Section 3-6 of the Education Act provides for a follow-up service to give guidance and follow-up to young people who are entitled to education or training but who are neither at school nor at work. This service is organized differently by different county authorities, but is often operated in collaboration with school counselling services. It applies for pupils entitled to upper secondary education. (Source: the Education Act) (available in English: <http://www.odin.dep.no/ufd/eng/regelverk/lover/014101-200002/index-dok000-b-n-a.html>)

The counselling service at lower and upper secondary levels is intended to include both education and career guidance and educational welfare counselling. In upper secondary education, the most usual model involves employing one counsellor who has responsibility for both categories of counselling to which pupils are entitled. In some cases, duties are divided between different persons, one with responsibility for the educational welfare service and one who provides education and career counselling. In primary and secondary education, the service is primarily carried out by teachers who function as counsellors and have a reduced teaching load calculated according to a formula provided for under a collective agreement. Roughly speaking, the formula gives a minimum reduction of one hour's teaching load per 25 pupils. The resources for the school counsellor service are part of the total administrative resources available to an individual school. No specific qualifications are required of persons carrying out these functions, which results in very variable quality and content of the information provided.

The national responsibility for the professional content of the service has been assigned to the Norwegian Board of Education while assessments of resource needs and support schemes are the

responsibility of the Ministry of Education and Research. The National Education Offices in Norway's 19 counties are responsible for supervision at the local level.

The Educational-Psychological Service is part of the municipal support service, and is responsible for providing guidance and counselling to day-care centres, schools and clients within the areas presided over by local government. The service is required by law.

The Employment Act obliges the public employment service to provide vocational guidance to those who need it (Source: the Employment Act). Services associated with information, guidance and counselling are an integral part of the total range of services and activities provided by the public employment service. No separate funds for the services referred to by the questionnaire survey are allocated over the budget of the Ministry of Labour and Government Administration. The services are integrated into the duties of the staff of the public employment service.

Systematic and up-to-date information concerning job seekers, vacant posts and employers are recorded and made available in the databases of the public employment service. An important task of the public employment service is to facilitate links between job seekers and employers by means of placement services adapted to the needs of both job seekers and employers. The range of services offered by the public employment service to job seekers and employers is based on "help for self-help" where appropriate, including enhanced availability by means of computer-based solutions (<http://www.aetat.no>), public service offices and 24-hour administration.

The public employment service's Euroguidance centre (Euroguidance Norway) was set up in 1996 in response to an invitation from the European Commission via the Leonardo programme. The centre is financed by the EU and the Norwegian Ministries of Education and Research and Labour and Government Administration, each contributing one-third to a total annual cost of EUR 180 000, and is subject to the authority of the Directorate of Labour. The purpose of the centre is to stimulate increased mobility and to introduce a European dimension into educational and vocational guidance. The target group for the centre's activities consists of the employees of the education system and the public employment service responsible for providing personal guidance.

Responsibility for the preparation of national education and career information is divided between the public employment service and the Norwegian Board of Education. The framework plan for in-service training provisions for school counsellors was prepared by the Ministry of Education and Research in 1998.

## 2 KEY GOALS, INFLUENCES, ISSUES AND INITIATIVES

*Here we would like you to provide information about the broad goals for information, guidance and counselling services, about the influences that are shaping these services, about the key issues in their organisation, management and delivery, and about important recent initiatives.*

**2.2 What are the key objectives and goals of national policies for information, guidance and counselling services in your country? Please describe differences in objectives and goals that might exist between Ministries. Where a legislative basis exists for these objectives and goals, please provide details.**

Providing all pupils with the necessary counselling they are entitled to is a key goal of educational and vocational guidance in the education sector (cf. the Education Act and Regulations issued pursuant to the Education Act).

It is a goal of primary and secondary education that educational and vocational guidance as far as possible takes into consideration the pupils' own aptitudes, knowledge and interests and that pupils are themselves responsible for making their own choices. Guidance shall be the responsibility of the school as a whole and shall as far as possible be integrated into the normal teaching of all subjects. The choice of education and career is viewed as a process whereby pupils are assisted in getting to know themselves and becoming aware of their own potential and wishes, being trained in making choices and in gaining knowledge and information about courses and careers (cf. The guide *Ungdom i valg* (Choices for Young People)).

Educational and vocational guidance is discussed in chapter 4.4.6 of Report to the Storting No. 32 (1998-99), where it is pointed out that *“the goal must be to provide pupils with the security to make correct choices based on long-term criteria, knowledge of their potential and of their own needs and wishes. [...] Another goal is that educational and vocational guidance shall be interdisciplinary topics regarded as the responsibility of the school as a whole.”*

The reason for strengthening the counselling service is explained as follows: “Many pupils experience counselling in grade 9 as sporadic and superficial. Researchers have established that pupils receive considerable information about educational opportunities, but that this information is not well enough adapted to the needs of those receiving it, and is therefore experienced as lacking in relevance.”

The Report to the Storting points out that the counselling service is currently characterized by time pressure and by insufficient qualifications in the field. The following principles have been adopted for the Ministry's further work on strengthening of the counselling service:

- “Introduction of supplementary training for counsellors, where vocational guidance is a central component.
- The counselling services in lower and upper secondary education should be coordinated as well as possible.

- The counselling service should be maintained as a joint service with responsibility for both educational welfare and vocational guidance. It may be appropriate to try out other models.
- An attempt should be made to strengthen collaboration between the counselling service, the public employment service, the social partners and others with responsibility for vocational guidance.
- The Ministry should continue work on databases and other aids to support vocational guidance at the local level.

As regards any increase in counselling resources, the Ministry will return to this in the annual budget proposition.”

A central aspect of the public employment service’s policy is client involvement. In the public employment service, guidance is to be adapted to the needs of the individual client. This involves everything from pure educational and vocational guidance to more extensive guidance where a major element involves coping with one’s own situation. The purpose of guidance is to provide a basis for the personal and independent choice of education and career. The public employment service bases its guidance of job seekers on five principles. These five principles are intended to form the basis for the choice of method and service in relation to job seekers. The principles for guidance are closely interrelated, and interact with each other:

- Basis in the labour market
- Assistance as needed
- Influence by and responsibility of clients
- Clear communication
- Adult education guidance methods – use of group and individual assistance

The guidance principles of the public employment service are intended to apply to all client groups, including those that are not job seekers, such as adult education seekers. Job seekers are to be provided with necessary and adequate information and guidance as a basis for active individual efforts. Career information shall be made available by means of appropriate printed materials and through various self-service facilities.

Education seekers shall have access to education and career information and guidance.

### **2.3 What are the major social, educational and labour market influences that are currently shaping national policies for information, guidance and counselling services?**

Norway has high labour force participation and a low rate of unemployment in OECD terms. During recent years, the labour market has changed character. The competence of the labour force has gradually increased while the labour market has become more disaggregated and specialized. Major structural changes are also occurring in many enterprises owing to market conditions, changes of ownership, technological conditions, etc. These factors result in an increased flow of labour while also influencing how the relevant services are shaped.

Young peoples' need for vocational guidance has increased as a result of increased opportunities and a more varied and confusing labour and education market. Particular challenges for Norway are the extremely gender-segregated labour market and the fact that we have a large dropout rate among pupils with Norwegian as a second language. At the same time, the labour market is continually changing. New groups with a need for guidance have emerged, such as adult in general and the "new chance" group in particular. Despite the tight labour market, groups with a high unemployment risk have difficulty in finding work. The number of registered vocationally disabled has shown a marked growth, and there has been an increase in the proportion of job seeker groups with a need for extensive assistance from the public employment service.

- There is a **mismatch** between pupils' applications for areas of study in upper secondary education and the labour needs of industry.
- The Norwegian labour market is one of Europe's most **gender-segregated**. This applies not least to occupations at lower educational levels, and is reflected by the number of pupils engaged in upper secondary education. This is documented in the evaluation of Reform 94 (the Upper Secondary School Reform) and the statistical records kept by Statistics Norway of pupils attending upper secondary education. Experience from the project *Bevisste utdanningsvalg* (Conscious Choices in Education) documents the need for a conscious gender perspective in guidance.
- A need for guidance of **adults** has been documented (cf. Report to the Storting No. 42 (1997-98) *The Competence Reform*). Traditional patterns have also been documented among adult applicants as regards gender and geography.
- There is a need for guidance for pupils with special needs, cf. Report to the Storting No. 42 (1997-97) *The Competence Reform* and Report to the Storting 50 (1998-99) *On the Distribution of Incomes and Living Conditions in Norway*. In connection with the assessment of **total qualifications (formal and non-formal)**, it is proposed that resource centres be developed to carry out this assessment, and there may be a question of whether or not these centres should also have an educational and vocational guidance function.
- A working group investigating **testing of work-related competence of immigrants** and refugees proposes that a guidance service be centrally placed in each county. The argument for this is that there is a need not only for testing of work-related competence, but also for guidance with regard to opportunities for work and education after testing (cf. Follow-up of Report to the Storting 17 (1996-97) *On Immigration and the Multicultural Norway*). Many speakers of minority languages have a deficient knowledge of Norwegian society and of the labour and education market. The evaluation of Reform 94 (the Upper Secondary School Reform) documented a need for more competence as regards guidance to speakers of minority languages, and showed statistical evidence that these pupils are fed through the system in as traditional a way as pupils who are native speakers of Norwegian, with partially greater negative consequences (B. Lødding, NIFU report No. 4, 1998 and NIFU's final report 19/1998). Extremely high **dropout** rates have also been documented for speakers of Norwegian as a second language in upper secondary education (V. Opheim and L.A. Støren, NIFU report No. 7/2001).
- There is an increasing need for **international** dissemination of information on education and careers. This is shown by enquiries to Euroguidance Norway.

This indicates an increased need for educational and vocational guidance far beyond the school. The distribution of responsibility between the Ministry of Education and Research and the Ministry of Labour and Government Administration must be clarified to allow provisions to be made in this area for the challenges represented by future needs.

#### **2.4 What are the most important issues facing policy makers in your country in the organisation, management and delivery of information, guidance and counselling services?**

An important challenge for educational and vocational guidance in lower and upper secondary education has been documented in the evaluation of Reform 94 (the Upper Secondary School Reform) and in Report to the Storting No. 32 (1998-1999) *On Upper Secondary Education*. In its recommendations concerning the Report to the Storting, **Innst S 246 (1998-99)**, the committee finds a need for improvement in the collaboration between the counselling services for lower and upper secondary education and for upgrading of the counsellors' competence. In its consideration of Report to the Storting 6.10.1999, the Storting decided as follows *"The Storting requests the Government to implement a trial project concerning the division of the counselling function into an educational welfare part and an education and vocational guidance part."* and that *"The Storting requests the Government to continue work on the strengthening of the guidance service and requests that proposals for measures be submitted at the earliest opportunity."*

Challenges as regards organization: The combination of educational welfare counselling and educational and vocational counselling in the same service, as in the Norwegian school counselling service, demands an awareness of how work should be distributed between these tasks in view of the pupils' rights. It is important to clarify whether or not the schools' counselling service should be divided, i.e. whether the educational welfare part should be separated from the educational and vocational guidance.

Qualifications: No specific qualifications are required of school counsellors other than teacher training. Work as a counsellor requires knowledge and competence within educational welfare work, communication and collaboration, guidance methods, educational and vocational guidance, labour market knowledge, aids, project and development work, etc. This is in accordance with the existing framework plan for counselling and educational welfare work prepared by the Ministry of Education, Research and Church Affairs and the National Council for Teacher Education in 1994. The framework plan covers a 20-credit course, and such courses are offered by some state university colleges. However, surveys carried out in 1999 showed that one out of four counsellors has no relevant supplementary training. One out of two counsellors has less than 10 credits of relevant supplementary training. This is in spite of the fact that the average age of counsellors is approximately 55 years. Three out of four lower secondary schools and one out of four upper secondary schools have only one counsellor (Teig 1999).

Resources: The school counselling service has long had the same allocation criteria as central resources. The minimum level of resources to the service specified at the national level has changed little since 1975 although the diversity and complexity of the work has increased considerably, while society, educational pathways and the world of work have all become increasingly difficult to find one's bearings in. Since the introduction of Reform 94 (the Upper Secondary School Reform), educational welfare work takes increasingly more of the counsellor's time in upper secondary education partly because the upper secondary school now admits entire age cohorts, including pupils with various special needs, pupils suffering from school fatigue and pupils with behavioural problems. Three out of four counsellors in the upper secondary school must shoulder all of the responsibility associated with contact with the Educational-Psychological Service, social welfare office, etc. (Teig 1999).

Management: In connection with the Competence Reform, the increased complexity of society and the school counsellors' somewhat limited knowledge of the labour market (prior to 1987, they were

supported by vocational counsellors from the public employment service), there is need for a national clarification and distribution of responsibility between the education authorities and the public employment service.

Information tools: There is need for a system for information and guidance to help individuals seeking guidance in relation to their individual needs, which can be flexible, easily available and kept up-to-date with regard to information concerning education and training and the labour market. This information system should be relevant to the needs of young people changing schools, untraditional groups such as speakers of minority languages, social security beneficiaries, persons restricted in their choice of occupation, adults and persons involved in rehabilitation. The system should be able to provide information about educational courses, educational pathways, occupations and jobs.

The public employment service sees a challenge in providing good information systems to connect job seekers to employers, thereby ensuring that job seekers are rapidly offered employment and that employers are rapidly provided with the qualified manpower they need. A major goal for the public employment service is thus to arrange for such connections through sound, available and well adapted information, guidance and counselling.

Euroguidance Norway sees in practice that the need for lifelong guidance grows at the same pace as the demand on every employee to take part in lifelong learning. Here there is one service missing, one that is not directly associated with the public employment service's obligations to persons registered as unemployed. In the view of Euroguidance Norway, a challenge for the years ahead should be to ensure that some of the people undergoing rehabilitation and receiving good guidance at the occupational guidance centres should also be given the opportunity to take some of their qualifications in the form of courses abroad. This is legally possible in accordance with the EEA Agreement, but has been reduced to a very small possibility by circulars dealing with the topic.

In the view of the Confederation of Norwegian Business and Industry (NHO), Norway's national arrangements for information, guidance and counselling services do not function satisfactorily and there has not yet been shown the political will to make any effective move to improve the extremely poorly developed information, guidance and counselling service in the school.

**2.5 Please describe any recent (last five years) initiatives and changes that are of particular significance for the organisation, management, funding, staffing, or delivery of information, guidance and counselling services.**

*For example you might like to describe initiatives such as:*

- Government reports that have recommended new approaches or new priorities.
- New methods and philosophies of providing services: for example within the context of lifelong learning
- New or proposed legislation or regulations
- New or upgraded services or the down-sizing or elimination of existing services
- Changed priorities for access to services
- Changed responsibilities between agencies for the provision of services
- New education and training requirements for staff
- Initiatives to engage citizens in the planning and delivery of services
- Initiatives to raise public awareness and use of services
- Changes in the involvement of the private sector
- Technological developments that have made a real difference to the ways in which services are delivered and/or accessed

In connection with the evaluation of Reform 94 (the Upper Secondary School Reform), attention was focused on the mismatch between the interest shown by young people in applying for vocational courses and the skewed gender distribution in the areas of study in upper secondary education. As a consequence of this, the Ministry of Education, Research and Church Affairs initiated in 1997 a focus on educational and vocational guidance in lower and upper secondary education, for which was produced a process-oriented guide *Ungdom i valg* (Choices for Young People) with a booklet for pupils. In addition to this, the National Education Offices prepared action plans to strengthen the counsellors' knowledge of upper secondary education, the *YoU* database was developed and the project *Bevisste utdanningsvalg* (Conscious educational choices) was implemented. The project *Delt rådgivningstjeneste* (Separate Counselling Services), which was initiated in 2000, is part of the follow-up of this initiative by the Norwegian Board of Education.

Other related priority areas that complete the picture of educational and vocational guidance and information in the school are the increasingly important collaboration between school and industry, Partnership School/Enterprise and Young Enterprise. From 2000 competence-building funds have been allocated by municipalities to observation visits to enterprises by teachers and counsellors and, in that connection, the Norwegian Board of Education has contributed to a guide on this topic. For counsellors in the school, a new salary code was introduced in 1999 so as to ensure somewhat more secure employment conditions in these posts. In 1998, the Ministry of Education, Research and Church Affairs issued a new

framework plan for supplementary training of counsellors. New courses based on this framework plan have been started at some of the state university colleges.

There is currently a low level of unemployment in Norway, and the age cohorts are particularly small. Partly for this reason, many subjects and occupations have experienced a low level of interest from applicants. The various industrial sectors have therefore shown more interest in marketing themselves.

New testing tools have been developed for interest and vocational preference testing by the Norwegian University of Science and Technology and Torshov Resource Centre among others. These are all based more or less on Holland's theories, but have been adapted to Norwegian conditions and/or to weak pupil groups.)

In December 2001, the Ministry of Education and Research and the Ministry of Labour and Government Administration appointed a working group to clarify the distribution of responsibility between education authorities and the public employment service as regards information, guidance and counselling in relation to the various client groups. The working group will submit a working document concerning future collaboration on and strengthening of educational and vocational guidance in Norway

There has been an increase in the number of clients who come to the public employment service with complex problems. This has resulted in an increased focus on this group and has influenced our choice of guidance method towards a focus on extended guidance and training of staff to assist this group. Collaboration between the public employment service and in relation to the prevention of exclusion from work. As a result of this collaboration, the whole of the public employment service's working community service has been transferred to the national insurance service from the start of 2002. The public employment service has therefore no longer any tools for preventive measures and sickness absenteeism. At the same time, it is expected that the national insurance service's increased focus on combating disability pensions will result in a further increase in referrals to the public employment service. This has resulted in a focus on extended guidance to be provided by the Employment Counselling Office, which is a specialized unit of the public employment service. This guidance is specifically aimed at job seekers with mental disorders, and muscle and skeleton diseases as well as work on reactivation of disabled persons. During 2001 training in solution-oriented approaches, a guidance method used for extended guidance, was given to 60 employees in the second line.

Abolition of the monopoly and market drag have resulted in an increased focus on guidance on the Internet, which is also in accordance with the focus on 24-hour administration. A major role in the Competence Reform is intended for the public employment service. In order to bring this about, it is important that the public employment service is able to offer educational and vocational guidance to the target groups for the reform. It is unlikely that all of those who seek such guidance will be able to receive it through the public employment service's traditional guidance services. It is therefore planned to offer guidance via the Internet. There are currently two guidance tools available at <http://aetat.no>. These are the Interest Test and the career selection tool, *Veivalg*. A new guidance tool for people with higher education (Gradplus) is currently being developed and will be made available on the Internet in autumn 2002.

Where adult education is concerned, the Competence Reform, with its associated plan of action with a specific item concerning motivation and information initiatives, is of particular importance. Also important is the Quality Reform with its increased demands regarding the ability of the universities and colleges to develop and provide training for industry, resulting in an increased need for information, counselling and guidance of adults.

As a consequence of the increased focus on continuing education and training, a number of Internet gateways have been developed with lists of courses, some of them based on collaboration between

public and private sector. A market for information and guidance has emerged. Some initiatives offer both information and guidance, but the guidance element is relatively small. Distance education institutions list courses on several of these gateways. One of the databases intended for end-users is the Norwegian School Net's<sup>2</sup> distance education database maintained by the Norwegian Board of Education. It has existed for many years and provides a complete overview of all distance education facilities available both from independent institutions and public projects supported by the Norwegian Agency for Flexible Learning in Higher Education. This has now been given lower priority and has been removed from the Norwegian School Net.

The technological development associated with the Internet has resulted in major changes in the availability and in the form and structure of information. At the request of the Ministry of Education and Research, the Norwegian Association for Distance Education has developed a website for adult education: <http://www.tunet.net>. The object of this site is to disseminate information on matters concerning adult education with a particular focus on the Competence Reform and the use of new technology. An important initiative at tunet.net has been online seminars, where guidance has been one of the topics.

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<sup>2</sup> The School Net is an electronic meeting place for school staff, students and parents, and anyone else with an interest in schools. The service provides learning resources, content, information and documentation services of relevance to the school system.

### 3 POLICY INSTRUMENTS FOR STEERING SERVICES

*Here we wish to know about the key policy instruments that are used to steer information, guidance and counselling services, and about how policy goals are translated into service delivery.*

**3.1 How important is legislation in steering information, guidance and counselling services in your country? Please briefly describe the main pieces of legislation that directly affect information, guidance and counselling services. More complete details and examples can be provided in an Annex.**

The responsibility of the education authorities is governed by **the Education Act**, which is a rights law. According to section 9-2 of the Education Act, *“The pupils have the right to necessary guidance on education, careers and social matters. The Ministry may issue further regulations.”*

In section 22-1 and 22-2, respectively, of the **Regulations issued pursuant to the Education Act** this right to educational welfare counselling and to educational and vocational counselling is described. In the view of various actors, the Act is too weak here, and should be amended to ensure the right to **individual** guidance by a **qualified** person, and this right should be made regardless of age (cf. Report to the Storting No. 42 (1997-98) *The Competence Reform*, 4.4.8).

The information and guidance services provided by the public employment service are primarily governed by the Employment Act and the National Insurance Act, where a framework is laid down for guidance of persons receiving benefits during rehabilitation.

In section 6 of the **Employment Act**, the following is laid down:

*“The state shall organize public employment services and vocational guidance throughout the country. ...  
At county employment offices and at employment offices decided by the Ministry, there shall be departments or specific officers responsible for providing vocational guidance and for rehabilitation of job seekers restricted in their choice of occupation.”*

In section 1 of the **Regulations issued pursuant to the Employment Act**, there is a description of the role of the public employment service as regards vocational guidance and placement services for young people: *“The public employment service shall, as part of its activities in procuring suitable employment and employees for all, operate vocational guidance and placement services for young people...”*

In section 3 of the Regulations this is stated in considerable detail.

The information and guidance services of the public employment service do not currently provide educational and vocational guidance as required by the Employment Act. The Employment Act is under revision, and is to be adapted to the current situation. This amendment will probably also take account of

the changes in the distribution of responsibility between the public employment service and the national insurance service mentioned in 2.5

### **3.2 What other instruments are normally used for the political steering of information, guidance and counselling services and to monitor implementation?**

*For example you might like to describe the use of instruments such as outcomes targets, mandatory or voluntary service quality standards, mandatory or voluntary competency standards and qualification standards for staff, competitive tendering for services and the like.*

The responsibility of the education authorities is governed by **the Education Act**, which is a rights law. According to section 9-2 of the Education Act, *“The pupils have the right to necessary guidance on education, careers and social matters. The Ministry may issue further regulations.”*

In section 22-1 and 22-2, respectively, of the **Regulations issued pursuant to the Education Act** this right to educational welfare counselling and to educational and vocational counselling is described. In the view of various actors, the Act is too weak here, and should be amended to ensure the right to **individual** guidance by a **qualified** person, and this right should be made regardless of age (cf. Report to the Storting No. 42 (1997-98) *The Competence Reform*, 4.4.8).

The information and guidance services provided by the public employment service are primarily governed by the Employment Act and the National Insurance Act, where a framework is laid down for guidance of persons receiving benefits during rehabilitation.

In section 6 of the **Employment Act**, the following is laid down:

”The state shall organize public employment services and vocational guidance throughout the country. ...

At county employment offices and at employment offices decided by the Ministry, there shall be departments or specific officers responsible for providing vocational guidance and for rehabilitation of job seekers restricted in their choice of occupation.”

In section 1 of the **Regulations issued pursuant to the Employment Act**, there is a description of the role of the public employment service as regards vocational guidance and placement services for young people: *“The public employment service shall, as part of its activities in procuring suitable employment and employees for all, operate vocational guidance and placement services for young people...”*

In section 3 of the Regulations this is stated in considerable detail.

The information and guidance services of the public employment service do not currently provide educational and vocational guidance as required by the Employment Act. The Employment Act is under revision, and is to be adapted to the current situation. This amendment will probably also take account of the changes in the distribution of responsibility between the public employment service and the national insurance service mentioned in 2.5

**3.3 Please describe how government regulation, funding and provision of information, guidance and counselling services are related to one another. Is the same (government) body typically responsible for all three, or are they carried out by separate agencies?**

Educational and vocational guidance in lower and upper secondary education is publicly regulated and financed by state allocations and through the school owner. The school owner, i.e. the municipality (primary and lower secondary education) or county authority (upper secondary education) is free to extend the schools' resources for educational and vocational guidance beyond the minimum level specified by the state. This has also been done in some counties.

In the same way, private schools are themselves responsible for their counselling services. In Norway, private schools receive an operating grant from the state equivalent to 85 per cent of the average costs for normal schools.

The information and guidance service of the public employment service is publicly regulated, and is free of charge to clients.

**3.4 What mechanisms, if any, exist for co-ordinating information, guidance and counselling services: between different Ministries; between different levels of government; between governments and other parties such as employers, trade unions, the private sector, and community groups; between services for youth and for adults; and between the different agencies that provide services? What barriers exist to co-ordination of services and to networking among providers?**

At the national level the Norwegian Board of Education and the Directorate of Labour collaborate on the career and education information in the *YoU* database on the Internet. In this work, the county authorities and professional associations are also important partners and information providers. There are also national steering groups for the *YoU* database and for Euroguidance Norway, in which the two Ministries participate.

The National Education Offices are responsible for coordination between the educational levels, and the Follow-up Service is also active in the transitions between school levels.

The social partners are invited to take part in following up development projects in lower and upper secondary education, but there are no good coordinative mechanisms for guidance work between the school and higher education, adult education and other actors.

The Educational-Psychological Service is part of the municipal assistance apparatus, whose primary object is to "assist the school in work on organizational development and development of expertise in order to improve the adaptation of tuition for pupils with special needs. The educational and psychological counselling service shall ensure that expert assessments are prepared where this is required by the Act." (Education Act, section 5-6). The Educational-Psychological Service can function as a network builder for and coordinate services such as child welfare, health services and services from the Norwegian Support System for Special Education between the various schools and day-care centres within the municipality and between institutions and levels, and can ensure that pupils transfer satisfactorily between schools at the same educational level or between levels such as day-care centre and primary school or between compulsory and upper secondary education.

In the education system there are local routines or arrangements for collaboration between school levels, but there are no joint arrangements for collaboration between the school, workplaces and the public employment service as regards these services. Previously, school counsellors could refer adults to the

public employment service for vocational guidance. Today, they must be referred to an individual agency or institution. In upper secondary education, school owners coordinate initiatives within their counties. A certain amount of activity also takes place across county boundaries through planned collaboration between the actors. County authorities collaborate with the public employment service's placement services for adults and to some extent with private services. Barriers lie, for example, in insufficient efforts or a lack of desire for coordination.

Local arrangements may consist of coordination of information in order to assist pupils in choosing an area of study when transferring from lower to upper secondary school. This may involve joint briefings, visits with briefings at the upper secondary school and use of information materials. The association *Ungt entreprenørskap* (Young Enterprise), for example, provides comprehensive guidance to pupils, enterprises and schools, which in itself constitutes a coordinative mechanism. Regional authorities, such as the county authorities (the county director of education, regional development department, the Norwegian Industrial and Regional Development Fund and the County Governor all use resources and instruments, e.g. through the annual regional development programmes that help to coordinate efforts, use of resources and initiatives aimed at individuals, industrial sectors and enterprises. Implementation of the Project *Kompetansetorget i Nord-Trøndelag* (Marketplace for Competence, Nord-Trøndelag) (partly financed by the Ministry of Local Government and Regional Development) is an example of an initiative designed to develop a targeted collaboration between suppliers and consumers of such services. Participants in the project have all been relevant actors within information and competence initiatives directed at industry. By its completion, the project is expected to have established an arena and structures that will help to coordinate activities in this field. Another example is the experiment in Oppland county with the use of a guidance coordinator, who coordinates guidance to pupils in lower and upper secondary schools in relation to local industrial and labour market actors.

At county level the school authorities experience that it has been somewhat difficult to coordinate activities in relation to resources allocated to labour market initiatives. A good example of such coordination was the public efforts in Nord-Trøndelag county in connection with the crisis in the offshore industry at the end of the 1990s, where by means of joint efforts involving many actors, extensive initiatives were carried out to safeguard and develop the competence of enterprises threatened with closure. However, this coordination was based on the initiatives of the parties concerned and on established ties rather than a defined mechanism.

In the Plan of Action for IT in Education (1996-1999) of the Ministry of Education and Research, the assignment to establish a meeting place for adult education on the Internet was awarded to the Norwegian Association for Distance Education. It was made a requirement that the work should be carried out in collaboration with other institutions in the field of adult education. The editorial committee consists of representatives from distance education institutions, adult education associations and public adult education institutions. The aim is to stimulate increased use of technology in adult education. During the establishment phase and the initial operational phase, the meeting place has been funded by the Ministry of Education and Research.

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

One of the barriers to coordination of such services and to networking is that there is no overall coordination at the national level, i.e., apart from the collaboration on the *YoU* database, the guidance policies of the education authorities and the public employment service are not coordinated and do not provide for joint efforts. In the view of the county education offices, this gives rise to a situation where national sectoral policies and instruments separately steer their regional actors too heavily, thus allowing too little room for coordination of activities and use of instruments at the regional level.

Nor is there any arrangement for coordinating bodies or joint databases between education authorities and the public employment service at county level, which makes the joint network and coordination between school levels and between school and work dependent on local efforts and on individuals and enthusiasts.

Eight-five per cent of counsellors in the lower secondary school report that they are responsible for all of the work involved with the transition to the upper secondary school. Particularly in small schools, the counsellors have too little resources because these are dependent on the number of pupils. A survey shows that educational welfare work has increasingly taken up counsellors' time since the introduction of Reform 94 (the Upper Secondary School Reform), because the upper secondary schools now admit complete age cohorts, including pupils with special needs, pupils suffering from school fatigue and pupils with behavioural problems. Three out of four counsellors in the upper secondary school are responsible for all contact with the Educational-Psychological Service, social welfare office, etc. (Alv Teig 1999). In lower and upper secondary education this shortage of resources is found to be an important barrier to closer collaboration between school levels on educational and vocational guidance and collaboration between the school and the world of work. It has proved extremely difficult to carry through country-wide initiatives that require financial resources, e.g. coordinative bodies or increased time for school counselling.

Another problem is that developmental initiatives and investments may give good results and good practice in relation to local projects, whereas it seems difficult to disseminate experience, knowledge and good practice beyond the participants of the project. As a result of this, practice varies according to local will to develop and local enthusiasts.

Following a development phase of three years (1998–2001), the Ministry of Education and Research decided to stop funding tunet.net (the website for distance education). Interested parties are expected to contribute financially themselves. Since it is difficult to find sponsors to finance the running of a niche gateway, the lack of public funding may be an obstacle to continued operation and coordination of the service.

## 4 THE ROLES OF THE STAKEHOLDERS

*Here we wish to know about the roles played some key stakeholders other than government Ministries - such as employer organisations and trade unions - in information, guidance and counselling services.*

### ***Employer organisations***

#### **4.1 What role do employer organisations play in regulating or funding information, guidance and counselling services?**

*For example by participating in advisory and co-ordination bodies; by contributing to common funds for information, guidance and counselling services; through providing employee leave to take part in career guidance; or through participation in programme management committees.*

The Confederation of Norwegian Business and Industry (NHO) participates in all councils, working groups, project groups, reference groups and committees to which it is invited by the Ministry of Education and Research and the Norwegian Board of Education. The NHO has financed relevant teaching aids and brochures, such as *Ditt valg* (Your choice), *Partnerskap Skole–Arbeidsliv* (Partnership School–Work) and *Hospitering for lærere* (Observation visits to enterprises for teachers) and, with the help of several of its national and regional associations and county authorities, has financed and held local career fairs in most counties of Norway for several years. In addition to this, seminars have been held for school counsellors in collaboration with several of the NHO's national associations. During the last five years, the confederation has invested major resources in this field in connection with the launching and work on the partnership concept. The NHO has also initiated the relaunching of the “youth enterprise” concept and the establishment of the nationwide association *Ungt Entreprenørskap* (Young Enterprise).

The Norwegian Association of Local and Regional Authorities (KS) has participated in campaigns concerning career information, particularly in relation to the introduction of the Reform 94 vocational training model at national and local levels. In several counties, the KS in collaboration with the apprenticeship training offices of the various industrial sectors is active in preparing information to help lower secondary school pupils with their choice of area of study in upper secondary education. The KS is involved in presenting the service areas of the municipalities and county authorities and profiling these as attractive workplaces and in cooperating on the establishment of youth enterprises. Information about the KS in English is available at <http://www.ks.no>. The role of the KS is to discuss with and gain support for its views from the Storting and central government.

#### **4.2 What initiatives do employer organisations take to help provide information, guidance and counselling services?**

*For example: involvement in career information programmes in schools and tertiary education; the provision of guidance and counselling; organising careers fairs and exhibitions; or the production of career information.*

The KS sometimes holds meetings with vocational counsellors in lower secondary schools, often in collaboration with other organizations, such as the NHO, and prepares information materials on topics such as vocational training. At the national level, the KS is involved in presenting municipalities and county authorities as attractive workplaces and in encouraging their active role as employers.

In connection with the introduction of Reform 94 (the Upper Secondary School Reform), the NHO financed and produced the video series and teaching material *Ditt valg* (Your choice), an extremely thorough teaching plan providing information about the areas of study in upper secondary education. The material is still in use. In 1996, the NHO launched the partnership concept, a binding programme of collaboration between education and work. Partnership as a method is now a recognized form of collaboration throughout the education system. The NHO has also appointed staff in the field of *Business and Industry in the School* at its head office and at all regional offices throughout the country. These staff members contribute with materials, specialized knowledge and lectures in a number of different contexts as well as providing some financial support.

#### 4.3 Does employer involvement in information, guidance and counselling services tend to be:

The NHO responded as follows:

| Seldom |                                 | Occasional |                                 | Regular  |
|--------|---------------------------------|------------|---------------------------------|----------|
| 1      | 2                               | 3          | 4                               | 5X       |
| Local  | Mostly local, but some national | 50-50      | Mostly national, but some local | National |
| 1      | 2                               | 3X         | 4                               | 5        |

KS responded 3 (occasionally) on both scales.

#### *Trade unions*

#### 4.4 Do trade unions play a role in regulating or funding information, guidance and counselling services?

*For example through participating in advisory and co-ordination bodies, or in programme management committees.*

The Norwegian Confederation of Trade Unions (LO) has participated in councils and reference groups when invited to do so by the Ministry of Education and Research and the Norwegian Board of Education, and local trade unions have participated in managing local projects and in procuring good role models to provide information to schools on various occupations. The teachers' unions point out on behalf of the schools that trade unions do not regulate or finance the services directly, but are a party to negotiations. Negotiations are conducted on the time frame for the service and wage increases through collective bargaining. Unions often function as commenting bodies and as lobbyists. Unions are also consulted in work on development in the school and participate in advisory groups, e.g. the national projects of the Norwegian Board of Education.

**4.5 What initiatives do trade unions take in providing information, guidance and counselling services?**

*For example involvement in career information programmes in schools; providing guidance and counselling; or producing career information. Here also describe any initiatives taken by trade unions to provide information, guidance and counselling services to their own members*

We received no responses to this question.

**4.6 Does trade union involvement in information, guidance and counselling services tend to be:**

| Seldom | Occasional |   |   | Regular |
|--------|------------|---|---|---------|
| 1      | 2          | 3 | 4 | 5       |

| Local | Mostly local, but some national | 50-50 | Mostly national, but some local | National |
|-------|---------------------------------|-------|---------------------------------|----------|
| 1     | 2                               | 3     | 4                               | 5        |

*In answering this question please tick the box that best applies. You might also like to add some descriptive material in support of your response*

The unions did not respond to this question, but they are sometimes involved both at national and local levels, perhaps more often nationally than locally..

***Other stakeholders***

**4.7 Please describe ways in which policies encourage other stakeholders \_\_ such as parents, associations of students, alumni, community organisations, educational institutions or the end-users of services - to play a role in information, guidance and counselling services.**

*For example through roles that are expressed in legislation; through policies to contract service provision to non-government organisations; through membership of advisory bodies; through membership of programme management committees.*

In the work of the Norwegian Board of Education on national projects concerning educational and vocational guidance (*YoU database, Conscious choices in education and Separate Counselling services*) the pupils' and parents' organizations are invited to take part in the follow-up group alongside representatives from the two sides of industry, the public employment service, the teachers' unions, the Norwegian Association of Educational and Vocational Guidance, professional organizations, gender equality authorities, etc. In these projects the local project organizations shall have a corresponding composition. The same institutions are invited to take part in conferences to discuss development and strengthening of educational and vocational guidance in the school. At the same time, local arrangements are developed to involve pupils, young employees and parents as information sources and role models in educational and vocational guidance.

The Education Act opens up the prospect of increased user involvement. This entails that parents and pupils also have more influence on the work of the Educational-Psychological Service. Parents are entitled to expert assessment of their children, adult pupils of themselves. They are entitled to direct assistance from the Educational-Psychological Service if they so request.

Some county authorities ask organizations, enterprises and private and public institutions to participate in their strategic economic planning in order to develop counselling services in the county. National Education Offices have participated in various groups. In some counties, the Labour Market Council has functioned as a liaison and coordination body for initiatives and measures primarily relevant for labour market issues in the county, including information and education. The council has also to a certain extent functioned as a mediator of policy to upper secondary schools and state university colleges.

Apprenticeship training offices also play an increasing part in the provision of services via a more highly developed collaboration with county education authorities. These offices participate to a certain extent in the dissemination of policy through training activities, which are partly financed by public funding, and in providing information to member enterprises and employees of these enterprises. The county Director of Education collaborates with the public employment service on a follow-up service for young people attending upper secondary education who have difficulty in settling down. This service can help pupils by referring them to special services such as psychologists and to forms of work training at workplaces, but the object of the Follow-up Service is to bring these students back to the education system.

Enterprises with training provisions or apprenticeship schemes take the initiative to provide information to young people. The NHO takes part in a number of county-based initiatives to increase the number of apprentices. Organizations such as Rotary, Lions, Kiwanis and others provide services to the school system locally through their representatives and contacts. At the school level, parents and previous pupils function as disseminators of information. This work is somewhat arbitrary and dependent on the persons involved.

The Norwegian Association for Distance Education participates in the Forum for competence building and in the Contact Group for the Competence Reform, and is represented on the board of the *Realkompetanseprosjekt* (project for documentation of total qualifications (formal and non-formal)). In the case of the universities, *service declarations* are similar to the "Students' Charter" at British universities.

The Ministry of Education and Research has set up the National Academic Information Centre (NAIC), which has been assigned the following national responsibilities:

1. Function as the information and resource centre for institutions in the university and college sector on international higher education and approval of foreign qualifications.
2. Assist institutions as needed with information, guidance and recommendations concerning admission of foreign students to higher education in Norway and assessment of foreign qualifications.
3. Systematize and coordinate individual applications for approval of foreign higher education qualifications and forward such applications to the approval authorities.
4. Respond to queries concerning access to higher education in Norway and prepare relevant information materials.

The Norwegian University Network for Lifelong Learning is a collaboration between confederations of employers' and employees' organizations and higher education to strengthen work-related continuing education and training. The aim of the network is to develop forms of collaboration conducive to continuous learning throughout people's lives, increasing the significance of learning gained through practice of a profession, making provisions for extended use of ICT so that learning can take place more independent of time and place and making educational facilities available to groups that for various reasons fall outside the working community. The main target group for the network has been individuals who wish to develop their competence. Such users can access the network's database to find information on the full range of facilities available and to assess this in relation to their own needs. The network gives access to the 50 most important providers of continuing education and training at the higher level. A total of 3089 courses are currently available.

The Oslo Youth Information Centre is run by the Council of Children and Youth in Oslo, and is fully financed by the City of Oslo. It collaborates with the Oslo education authority on producing information leaflets for a career fair. It also has direct access to staff at the Universities and Colleges Admission Service, Oslo State University College and the State Educational Loan Fund, who can answer questions from users that the staff of the centre are not able to answer ourselves.

## 5 TARGETING AND ACCESS

*Here we want to know about priorities for access to information, guidance and counselling services. This section also asks about how services are provided for adults.*

### **5.1 Please describe any priorities or target groups for information, guidance and counselling services, including how priority needs are established.**

*For example target groups might include: school students; young people; adults; unemployed people; those receiving social welfare benefits; tertiary education students; employees; refugees and members of ethnic minorities.*

The overall priorities are decided by the central government, not least labour market policy. Education policy and regional policy provide guidelines and priorities for regional state and county authorities with regard to target groups and priority areas that govern the use of instruments, but to a lesser degree than labour market policy. Within these general guidelines regional and local authorities can make priorities concerning the use of funds.

Since different bodies have responsibility for different target groups, individual target groups are given priority by the state body responsible for them. Priorities depend on policy guidelines, and are signalled via the Ministries' steering documents, via Reports to the Storting and via resolutions of the Storting. In 1999, for example, the Storting requested the Ministry of Education, Research and Church Affairs to implement measures to strengthen the counselling service in the school.

Owing to the major changes in upper secondary education brought about by Reform 94 (the Upper Secondary School Reform), the information given to the lower secondary school has placed a major emphasis on the vocational areas of study. Here the school counsellors have been an important target group in relation to competence building in this area. In addition to this, the Ministry focused on the gendered labour market via the project *Conscious choices in education* and attempted to encourage more young people to pay less regard to traditional gender roles in their choice of education and career.

Primary school children do not constitute a particularly high priority target group, but there is an element of guidance about the world of work in the teaching in the primary and lower secondary school. This is laid down in the national curriculum, both in the general part and in the subject syllabuses for each grade. Young people are given increasing priority as a target group for such services. The most important services are provided via the schools and the expertise of the schools in this area. In the education sector, young immigrants and speakers of minority languages will be a priority target group in the time ahead since a large dropout rate has been registered in upper secondary courses in this group.

The public employment service is required to provide information and guidance to those who ask for it, but persons with immigrant background, the long-term unemployed and the vocationally disabled are priority groups. Target groups are often groups that demand more extensive guidance, often over time.

The main current priorities of the University of Oslo are adult potential students or adult students attending courses or newly qualified, but with a certain differentiation in relation to target group. However, some recruitment measures relate to young people during the final years of the lower secondary school and the first years of the upper secondary school, where the discussion of career opportunities is on the curriculum. As well as this, priority is given to structuring of information and services for people who apply for specially adapted continuing education and training and for young people from ethnic minorities who apply for higher education, where career information and guidance is an integral part. From 1997–1999, the Career Centre gave priority to specializing guidance competence in relation to university or college graduates with refugee and immigrant backgrounds (first generation), cf. the enclosed rapport.<sup>3</sup> This now constitutes an integral part of the centre's services.

The National Academic Information Centre (NAIC) gives first priority to immigrants and refugees who apply for approval of foreign higher educational qualifications by adapting information materials to their needs. Second priority is given to Norwegians who have studied abroad or intend to do so.

The Norwegian University Network for Lifelong Learning (Norgesuniversitetet) aims to ensure that information on all available courses is available to everyone seeking continuing education and training at the higher education level so that they are able to select courses on the basis of their quality and relevance. The need for continuing education and training is addressed through a collaboration between educational institutions and employers. Employers can send information of their course needs to Norgesuniversitetet's course marketplace. This is then sent to all of the educational institutions in the network.

## 5.2 How are any such priorities or targets expressed?

*For example give details of any legislation that provides rights or entitlements to services for particular groups.*

In the case of the public employment service, priorities and targets are expressed through letters of allocation from the Ministry of Labour and Government Administration. Guidelines are then included in the work programme memorandum. This consists of steering signals for the agency in relation to policy, tools and methods, which are further developed at the local level through activity plans, see 3.2.

In the case of the education sector, service priorities and targets are expressed through the Education Act, letters of allocation to the Norwegian Board of Education and the National Education Offices, centrally initiated priorities, projects and development of tools, such as the *YoU* database. One example is the plan for supplementary training of counsellors. In 1997, the National Education Offices prepared a plan of action for educational and vocational guidance in primary and lower secondary education.

The University of Oslo is required to provide higher education and associated services to all of its students and also has overall responsibility for the learning environment of the students. This is laid down in sections 1 and 44 of the Act relating to Universities and Colleges. What services this includes, e.g. the Career Centre, is stated in the University of Oslo's service declaration, adopted by the university board. The priorities assigned to information and services to potential students are expressed in the planning documents adopted by the board or at subordinate levels. The same applies to development of services in relation to specific target groups, e.g. students undergoing continuing education and training. If the amendments to the Act relating to Universities and Colleges are

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<sup>3</sup> Communication Project. The Career Centre at the University of Oslo 1996-98

adopted by the Storting, this will authorize priority of the study situation, including career information and guidance to students with special needs, cf. the draft section 44. The draft section 44b concerning study plans mutually binding for student and institution entails likewise a right to (specially adapted) services which the university commits itself to providing to specific target groups. Competence in relation to the needs of employers is of central importance when defining learning targets. The Career Centre currently plays a major role in raising the awareness of students regarding the ways in which acquired knowledge and competence serve the interests of employers. The objectives of the Norwegian University Network for Lifelong Learning (Norgesuniversitetet) are laid down in its bylaws.

### **5.3 Where such priorities exist, what active steps are taken to ensure that access to services is possible for target groups?**

*For example "one-stop-shops"; drop-in services that do not require appointments; telephone help-lines; use of community organisations for service delivery; targeted advertising.*

The responsibility for initiatives concerning compulsory (primary and lower secondary) and upper secondary education lies respectively with the municipalities and the county authorities. The National Education Offices follow up the results in their respective counties and publish these in annual status reports. Training in the use of aids such as the *YoU* database and the guide *Ungdom i valg* (Choices for Young People) is also arranged.

The Job Centre organization of the public employment service is a drop-in service with access to relevant aids that can be used by anyone without any need to make an appointment. This service is available at all of the agency's local offices. The public employment service also makes active use of the Internet in providing services.

Localization of the University of Oslo's study guidance services in the faculty buildings ensures proximity to the students. Here "drop-in" guidance and guidance by appointment are both available. The Career Centre is located centrally on the campus. Printed information is available here. Information on the Internet and the possibility of communicating by e-mail are also important. <http://www.karrieresenteret.uio.no/Intramax/karrieresenteret>.

The Norwegian University Network for Lifelong Learning (Norgesuniversitetet) has presented itself in the partners' various fora and member associations. Information has been sent to the associations' journals. Dialogue conferences and contact meetings have been held with some of the partners. "Best practice" examples have been obtained and inserted in the network's home page. An information poster about the network has been sent to all relevant partners and collaborating institutions.

### **5.4 Typically, are different methods used to provide services for different target groups?**

Educational and vocational guidance is integrated into the everyday life of the school. As previously mentioned, it is intended that guidance and information shall primarily be provided as part of a process over a number of years. The objective here is to help the pupil to gain a deeper insight into himself or herself and into his or her potential and aspirations as well as a knowledge of educational opportunities, occupations and the world of work. Guidance shall be provided as part of ordinary classwork based on the indications given in the national curriculum (both in the general part and in many of the subject syllabuses) as well as in the schools' activity plans. Pupils also receive information on upper secondary education from the school counsellor or other teaching staff, and time shall be set aside for work experience or visits to workplaces or educational institutions. Education and career fairs are held in many areas. Many schools also collaborate with employers or invite representatives of different occupations to come to the school and

tell about their work. Visits are arranged to open days at upper secondary schools, colleges, etc. Pupils can also receive personal guidance from counsellors, sometimes in collaboration with class teachers, the Educational-Psychological Service or other actors, and help is also available for those who want to look for information on the Internet. Some schools conduct aptitude and interest tests as a basis for pupils' interviews with counsellors.

An increasing number of guidance tools as well as client-oriented information on careers and education are being developed on the public employment service web pages. For those who are only interested in brief information and/or the interest test, the Internet-based services may be sufficient. Those who want more help may find the information and guidance on the web a useful point of departure for a guidance interview with the public employment service. Information and guidance on careers and education is available at job centres throughout the country. If necessary, it is possible to make an appointment for a more extensive interview. In some areas, this may however be difficult to arrange owing to shortage of resources or directing of resources towards specific target groups. Persons defined as belonging to a target group will be called in to a guidance interview after registering with the public employment service. A plan of action is prepared in relation to individual needs. This guidance interview may be a one-to-one interview or a group interview.

In order to be able to cater for persons who require more extensive guidance, training in solution-focused brief therapy (LØFT) was provided for special units and second line staff of the public employment service in 2001.

Dependent on the purpose and the target group, the University of Oslo uses group guidance, workshops, fairs, e-mail communication and Internet information as well as the more traditional individual guidance interviews and printed brochures. Other universities also vary their approaches.

Neither the National Academic Information Centre (NAIC) nor the Norwegian University Network for Lifelong Learning (Norgesuniversitetet) vary their approaches. Norgesuniversitetet is available to all users of the Internet. Ways of providing different services to different target groups have not yet been developed.

## **5.5 Do examples exist in which individuals are required to take part in guidance and counselling?**

*For example to continue to receive social security benefits or pensions; or to avoid expulsion from school.*

Young persons who drop out of upper secondary school are contacted by the Follow-up Service and are encouraged to take contact with the public employment service, where they are offered a guidance interview.

For vocationally disabled people with no plan of action, a guidance interview is necessary for preparing such a plan. Long-term unemployed and other recipients of job seeker's allowance are called in to guidance interviews about once every three months. Attending these guidance interview is often a requirement for continued receipt of job seeker's allowance. The public employment service has also made attendance of labour market training measures a requirement for receipt of job seeker's allowance. As a rule, participation in relevant guidance measures is a requirement for receipt of social security benefits.

In addition to this, services are offered to people who over time, for one reason or another, have difficulty in finding ordinary employment. Practice positions or wage subsidies are arranged with such people following an interview with a public employment service official at which they are given

information and guidance. A person who has been registered unemployed for three months without being offered employment is offered an interview with a public employment service official.

Persons between 16 and 19 years of age who are entitled to upper secondary education and are attached to the Follow-up Service in Oslo are offered interviews with public employment service officials, where they are given information on the labour market and guidance on applying for jobs. Job seekers who are speakers of Norwegian as a second language and who have been registered with the public employment service for a period without receiving an offer of employment, may also be offered an interview with a public employment service official. Persons who have used up their right to job seeker's allowance (i.e. have received job seeker's allowance for three years) and who currently receive temporary benefit while waiting for placement on a labour market programme are called in to interviews with a public employment service official once a month.

Persons granted vocational rehabilitation are called in to a group briefing before a public employment service official is assigned to their case on a regular basis. Persons undergoing vocational rehabilitation have regular contact with a public employment service official, who provides guidance and advice in relation to education and choice of new career. If desirable, they may also be given an appointment with a vocational counsellor or an occupational psychologist.

Students at universities and state university colleges are not required to receive vocational guidance except when required to attend aptitude interviews for specific professions in connection with matters pursuant to section 42, subsections 2–5 of the Act relating to universities and colleges.

#### **5.6 Do policies for information, guidance and counselling services favour:**

- A comprehensive approach (so that services are universally accessible and meet a wide range of needs); or
- A targeted approach that favours those in greatest need; or both of these approaches.
- Both of these approaches exist.

School policy is aimed at all pupils and is intended, in principle, to meet all needs. The school counselling service and the content of the national curriculum apply to all pupils. At the same time, pupils with special needs may be given more personal follow-up by a counsellor, e.g. in the form of more interviews, support from other actors, etc. Internet tools are available at schools for the use of all pupils. Various aptitude and interest tests are also being developed both for all pupils, and specifically for pupils with special needs.

The public employment service has a generally available information and guidance service on the Internet at Aetat.no, and job centres are able to assist persons requesting their services. More extensive guidance is often reserved for priority groups, but this depends to some extent on the resources available at individual offices. All of the activities of the public employment service concern information, guidance and counselling.

General information and guidance are provided to those applying for jobs advertised at the job centre. This service is available to everyone who is able to visit a job centre during office hours. The job centres also have facilities for people who wish to visit the Internet home page, which gives access to interest tests, career selection tool and job archives. The different departments also provide information via telephone help lines.

Persons who feel insecure about education and career choices can make appointments for interviews with vocational counsellors entirely without obligation in a small number of local offices of the public employment service. These interviews are primarily concerned with guidance in relation to education and the labour market. The local employment office for central Oslo (*Aetat Gamle Christiania*) has just over one post for vocational guidance. Most other employment offices do not have specialized vocational counsellors.

The University of Oslo has adopted a primarily general approach, with some special services for students with special needs. This is because specialized services for different student groups demand considerably greater resources. For the same reason, information and guidance services do not actively seek out clients among the students, but provide facilities to be used by students as needed. In practice, it is hoped that those with the greatest need use the services most but, since the service is only to a small extent equipped to deal with individual needs, there is a danger that a number of students do not find the service worthwhile visiting. Lillehammer University College has adopted both a general and a specific approach to such services.

The services of the National Academic Information Centre are generally available and meet a broad range of needs.

**5.7 Please describe the major gaps, if any, in the provision of information, guidance and counselling services. Are there any groups whose needs appear to be met less effectively than others?**

The answer to this question is characterized by the fact that different groups have different views about where the greatest problems lie. We have chosen to allow our answer to reflect these different points of view.

In the schools there is a need for a degree of differentiation and a diversity of services that it is not always easy to provide. Problems with wrong choices and dropout are particularly prevalent in relation to pupils from language minorities. This may be a reflection of problems in the school counselling service in relation to linguistic competence and knowledge of cultural differences.

In many municipalities recruitment to vocational subjects at the upper secondary level is weak, and counsellors at many lower secondary schools often know very little about vocational subjects. Norway has a markedly gendered labour market, which is particularly reflected by the gender distribution of pupils applying to take vocational subjects at the upper secondary school. Many good measures have been developed to encourage boys and girls to show less regard for traditional gender roles in their choice of education and career, but these have not been generally applied in the schools.

Counsellors find it demanding to keep themselves up-to-date on changes and developments in the range of courses and job opportunities available. No formal qualifications in counselling are required of school counsellors, nor are they given any annual updating besides information they may receive on applications and admissions from the county education authority. It is important that school counsellors be offered formal training and opportunities for continuing education and training but, as mentioned above, such facilities are currently somewhat deficient.

The main service providers' lack of up-to-date insight and knowledge is a serious deficiency. Teachers functioning as counsellors find it difficult to provide satisfactory information to individual pupils in such a broad area as education and careers. It is not after all possible for them to be well informed about all areas of educational and vocational life. Consideration should be given to establishing a central

database where counsellors could find information, particularly on more unusual and specialized occupations and courses.

Pupils with partial competence (school and apprenticeship) often do not receive the help they should because most counsellors do not know enough about the available opportunities. Pupils who wish to apply for courses of study abroad and/or untraditional courses must generally find out most of what they need to know by themselves.

School counsellors are responsible for both educational welfare work and educational and vocational guidance, but have very little time available to them. A survey carried out by Alv Teig in 1999 found that the workload of the counselling service is now heavier than before. The comments received by Teig give a picture of counsellors as a group under considerable pressure, which is partly seen as deriving from the lack of resources and partly from a lack of clarity concerning what the school administration expects them to do. Experiments are currently being carried out to ascertain whether educational and vocational guidance can be strengthened by separating the responsibilities for educational welfare and educational and vocational guidance without this weakening educational welfare facilities.

The Confederation of Norwegian Business and Industry (NHO), maintains that information, guidance and counselling services have been given far too low priority by the central government and views the partly serious problems with recruitment to important Norwegian industrial sectors as an indication of this. The NHO lists the following shortcomings:

- No requirements regarding basic professional competence for school counsellors
- No requirements regarding allocation of time, only a recommendation of 1 hour per 25 pupils (from 1963)
- No systematic continuing education and training for school counsellors
- Little follow-up of the Storting's decision that measures to strengthen the counselling service should soon be implemented
- Recruitment problems not viewed within the context of information, guidance and counselling services
- No production of information and guidance materials by the public authorities (it is true that the Norwegian Board of Education has begun development of the *YoU* website)

In response to the question concerning deficiencies in the provision of services, the Ministry of Labour and Government Administration points out the importance of distinguishing between cases where desired improvements relate to deficiencies and cases where they do not. Allocation of resources is mainly a question of political priorities. Given the current tight labour market, many job seekers would be able to find employment by making efforts based on good information from the public employment service. Job seekers who need more active help could be offered guidance and placement assistance. Target groups for the public employment service's efforts are currently young people, long-term unemployed including long-term recipients of social welfare benefits, immigrants and vocationally disabled.

However, there are currently no employees at local employment offices who work solely as vocational counsellors. Educational and vocational guidance is provided by all staff responsible for dealing with clients in addition to all their other tasks. Many public employment service officials find it difficult to keep up to date in such a large field. With scarce resources and many clients who need extensive assistance

there is little time left to help persons regarded as capable of helping themselves and persons not registered as job seekers. Persons not registered as job seekers and not defined as belonging to the target group are often obliged to use the agency's web pages and/or job centres to obtain information and guidance on education and careers. It is not well enough known where advice and guidance can be obtained by people who are not still at school.

A strict national framework for provision of services (particularly when associated with the use of financial instruments) has limited the potential for achieving the desired coordination of efforts and the use of resources at the regional level. This has particularly been brought about by a stringent national labour market policy.

Apart from professional associations, the University of Oslo's academic milieu has few alumni-organizations that could serve as a source of contact with employers, and thus to an improvement of vocational guidance services. An honourable exception at the University of Oslo is computer science, see <http://www.ifi.uio.no/alumni>. The greatest deficiencies in the study guidance services in the faculties is the shortage of time for individual guidance interviews.

In the case of the National Academic Information Centre, the greatest deficiency is that its sphere of operations (approval of foreign qualifications) is not well enough known among people seeking employment. This applies to job seekers of both Norwegian and foreign background.

For the Norwegian University Network For Lifelong Learning (Norgesuniversitetet), it has not yet been possible to give priority to making relevant provisions for groups not engaged in employment. It must first be established what groups this applies to. It will then be necessary to investigate whether any structural exclusion from education takes place and, if so, who is affected. Norgesuniversitetet is currently considering whether its sphere of operations should include tertiary education.

Lillehammer University College has no permanent staff engaged in full-time work on information, guidance and counselling. As a result of this, the needs of groups that require more targeted guidance are not satisfactorily met.

## **5.8 Please describe how information, guidance and counselling services are organised and provided for adults in your country.**

*For example: which agencies (educational institutions, community organisation, the public employment service) typically provide services for adults; are these different from the agencies that provide services for youth; how are different agencies co-ordinated; what priority do services for adults have compared to services for youth; what recent initiatives have been taken to provide services to adults.*

As regards guidance services for adults provided by the public employment service, see the response to 1 and 5.

The main providers of guidance services for adults are the public employment service, the county authorities via the upper secondary schools, adult education organizations and the state university colleges (mainly larger courses and training measures). Through the Competence Reform, adults can apply to one of the county's resource centres for assessment of their total qualifications (formal and non-formal) at upper secondary level.

Much of the information intended for adults is produced by the educational institutions themselves. They carry out marketing and produce information on their own course programmes. They also have their own study counsellors.

In connection with the project *Documentation of total qualifications* documentation centres have been established where adults can have their total qualifications documented (both formal and non-formal qualifications) and receive information about study opportunities open to them. However, little information is provided about distance education options. Adults were given the statutory right to upper secondary education on 1 August 2000. However they receive little information from these centres about the possibility of taking advantage of the facilities provided by the distance education institutions.

In collaboration with the Norwegian Association for Distance Education, the Ministry of Education and Research and the Norwegian Agency for Flexible Learning in Higher Education, the Norwegian Board of Education has built up a complete database of courses available at distance education institutions. This is searchable and is designed for easy use by end-users. This database is now in danger of being closed down. This will result in poorer service for adults. During recent years, many Internet gateways have been set up with lists of available courses of continuing education and training for adults. This is a confusing field with many different databases containing information of varying quality. Most of these provide useful information, but very little guidance is available.

The services at the University of Oslo are all designed for adults, some of them have been specially designed for adults who are in employment and are looking for continuing education and training. Initiatives in connection with the Competence Reform will involve development of these.

The National Academic Information Centre makes no distinction between target groups. Norgesuniversitetet provides simple access to counsellors at educational institutions with practical information on continuing education and training opportunities.

In April 2001, Norgesuniversitetet's course marketplace was opened for establishments and individuals to enter enquiries about education needs. The enquiries are automatically sent to contact persons in the institutions taking part in Norgesuniversitetet's project collaboration. Norgesuniversitetet has kept track of how the collaboration has developed. In cases where there seem to be some suitable courses in the database, e-mails are sent to the enquirers.

## 6 STAFFING

*Here we wish to know about the types of staff that provide information, guidance and counselling services in your country, and about their qualifications and competencies.*

*In answering this section, please describe differences between staff in the different settings in which information, guidance and counselling services are provided: for example schools, tertiary education, community organisations, public employment services.*

### **6.1 What types or categories of staff are employed to provide information, guidance and counselling services in your country?**

The following categories of staff provide counselling services and the like:

- School counsellors (lower secondary school, upper secondary school), study counsellors (universities and colleges)
- Class teachers/teachers (lower secondary school, upper secondary school)
- Librarians
- Staff of vocational training boards

In the public employment service there are different types of counsellor. At local employment offices there are no requirements regarding formal counselling competence. The only requirements are higher education at a university or state university college and preferably experience. Public employment service counsellors therefore have very varied academic backgrounds. The Employment Counselling Offices are special units that provide assistance to local employment offices. They have staff with special expertise that is used in relation to job seekers subjected to special barriers and limitations in connection with work and education. The staff of Employment Counselling Offices are usually trained teachers, psychologists or have related professions.

At the University of Oslo, counsellors are appointed as Higher Executive Officers. The National Academic Information Centre uses staff with university or college degrees and a knowledge of higher education systems abroad. At Lillehammer University College, such services are provided by many categories of staff, among others, study counsellors, librarians, first-line staff and teachers.

The Oslo Youth Information Centre employs young people with university or college degrees.

**6.2 What is the best information that can be provided on the number of staff, by type or category, who are employed to provide information, guidance and counselling services in your country? Please indicate if information on their age, gender and equity group structure is available.**

The Education Act states no requirements regarding competencies or qualifications for people who are to function as counsellors in the schools. Counselling in the school system is a function that schools can provide in whatever way suits the individual school. There are counselling services at all schools with both primary and lower secondary levels and at upper secondary schools, carried out by teachers with counsellor resources. Such resources are dependent on the number of pupils and may thus be as low as two per cent in the smallest schools, and as many as four persons in full posts in the largest. There are currently 1279 schools with both primary and lower secondary levels and 775 upper secondary schools.

A survey shows that there are equal numbers of male and female counsellors at the two school levels. The proportion of women has increased considerably during the last 25 years. The average age of counsellors is 55 in the upper secondary school. In the lower secondary schools there is in three out of four cases only one counsellor. In upper secondary schools there is only one counsellor in one out of four cases (Alv Teig 2000). No information is available on special needs considerations or gender equality and minority issues in service delivery.

The public employment service has approximately 3 400 man-years. No statistics are available on the number of employees who provide information and guidance services in the public employment service, but a large proportion of employees have information and guidance as central tasks.

We are informed that one county also has approximately 10 man-years in apprenticeship training offices, adult education organizations and consultants. The functions associated with these posts are often complex, and it may therefore be difficult to indicate precisely the proportion of time used for such services. We have no information on this for the country as a whole.

The University of Oslo can supply information on the number of man-years employed at the Career Centre (6 man-years); the number of man-years at the faculty secretariats engaged in providing study guidance including vocational guidance, and the amount of time used for these activities (cf. response to question 5.7); the number of man-years in the central administration engaged in dealing with queries about education and training or providing vocational guidance to disabled students; the number of man-years at institute level engaged in providing guidance about courses of study in relation to careers.

No account has been taken of gender equality, except that the appointment of men is regarded as extremely positive in the female-dominated study administration. (At the Career Centre, the gender distribution is 50/50.) There are counsellors who are disabled and counsellors with multicultural background, although this has not been systematized.

**6.3 What education and training qualifications are the different types or categories of career information, guidance and counselling staff required to have? (Where qualifications are required, please indicate whether it is government or a professional association that requires them, and describe relevant professional licensing bodies).**

There are normally no mandatory qualification requirements within the counselling field. However, applicants must fulfil the formal employment requirements of the agency concerned. In the case of the school system, this means qualifications as a special subject teacher and often practice as a teacher.

As an alternative, it has in recent years been usual to require specialized training in counselling-related topics.

As previously mentioned, no requirements as regards counselling competence are made of persons appointed as counsellors in the public employment service, although this is always regarded as desirable. The only requirement is university or college education, but many of the employees have all or part of their education in psychology, education or sociology. Employees of Employment Counselling Offices are often required to be qualified psychologists, teachers or special teachers.

Extensive in-service training has been developed within the areas of interviewing and guidance, and labour market and vocational knowledge. The in-service training consists of a combination of Internet-based self-study and meetings. The training consists of four levels, from basic knowledge at level 1 to advanced courses at level 4.

|                        |  | Level of Education and Training |                                  |  |                             |                    |                      |
|------------------------|--|---------------------------------|----------------------------------|--|-----------------------------|--------------------|----------------------|
|                        |  | Teaching qualification          | University degrees in psychology | Special diplomas in guidance & counselling | Post-graduate qualification | In-service courses | Other                |
| Type of staff position | Information librarian                  |                                 |                                  |  |                             |                    |                      |
|                        | Classroom careers teacher <sup>4</sup> | X                               | X                                |  |                             |                    |                      |
|                        | School counsellor                      | X                               |                                  |  |                             |                    |                      |
|                        | Counsellor in government agency        |                                 |                                  |  |                             |                    | X (higher education) |
|                        | Counsellor in private agency           |                                 |                                  |  |                             |                    | X (higher education) |
|                        | Other                                  |                                 |                                  |  |                             |                    |                      |

The required qualifications for counsellors at the Career Centre at the University of Oslo are the *cand.mag.* degree from the university, practice and personal aptitude for working as a counsellor. Staff receive training at the Career Centre.

Higher education is also required for appointment as a study counsellor at faculty or institute level, with a main emphasis on the field in which the appointee will function as a counsellor. The minimum requirement is a *cand.mag.* degree but the majority of counsellors have a higher degree. Self-development courses in guidance interviewing are held approximately every two years. On the basis of the report *Studentlos* ("Piloting students"), it is aimed to develop a compulsory training package for study counsellors, see footnote 4. In the case of posts for development of information measures, competence in the information field is also required.

Employees who provide central counselling, particularly in relation to continuing education and training and in relation to disabled students are required to have special expertise. The latter have often qualifications in special education.

4. In Norway, also the classroom teacher

**6.4 What, typically, are the types of competencies (or knowledge and skills) that these different types or categories of workers are required to have?**

In the case of school counsellors, it has been usual to place decisive emphasis on personal aptitude.

A counsellor in the public employment service shall:

- be able to enter into another person’s situation
- be proficient in the methods used in counselling
- be able to ensure that the order of information and guidance results in progress in the job seeker’s work on preparing a realistic plan of action.
- be able to vouch for the content of the guidance and the method used and function as its owner, which also requires the counsellor to be involved in developing the methods and content of the guidance
- be open to allowing access to his/her own professional practice, e.g. by stating the assessments underlying decisions made

In addition to guidance competence, a counsellor is required to have relevant factual knowledge of the labour market, occupations and education, potential measures, the National Insurance Act, etc.

|                        |                                 | Competence           |                           |  |                         |  |       |
|------------------------|---------------------------------|----------------------|---------------------------|--|-------------------------|--|-------|
|                        |                                 | Communication skills | Group facilitation skills | Individual and group assessment skills | Labour market knowledge | Knowledge of career development theory | Other |
| Type of staff position | Information librarian           |                      |                           |  |                         |  |       |
|                        | Classroom careers teacher       | X                    |                           |  | X                       |  |       |
|                        | School counsellor               | X                    | X                         | X                                      | X                       |  |       |
|                        | Counsellor in government agency | X                    | X                         | X                                      | X                       |  |       |
|                        | Counsellor in private agency    | X                    | X                         | X                                      | X                       |  |       |
|                        | Other                           |                      |                           |  |                         |  |       |

For all categories, the University of Oslo requires that the above-mentioned examples of competence are developed by experiential learning on the job with the exception of the knowledge of career development theory, which is currently only required of employees at the Career Centre.

In the case of the National Academic Information Centre, individual and group assessment skills are stated as being important as well as knowledge of the labour market. Here communication skills, assessment of individuals and groups and knowledge of the labour market are all checked.

When appointing new staff, the Oslo Youth Information Centre emphasizes that applicants are educated and have themselves made a number of choices in their lives and that they have communication skills. It is regarded as being generally positive if they have some knowledge of education or psychology, that they are generally socially oriented and that they are young – under 30 – since it is then not so long since they themselves decided on their education and career and they use the same language as the young users of the service. Gender is important because some young people have thresholds for what they can talk about with people of their own sex, and the centre therefore always has both male and female staff to work with users. It is planned that the staff of the centre will take the Internet course on Educational and Vocational Guidance offered by Oslo State University College.

### **6.5 How are the competencies or knowledge and skills required of those who provide information, guidance and counselling changing, and why? What is being done to meet these changing knowledge and skill needs?**

It has become more usual to require counselling-related qualifications when appointing school counsellors. Advertisements for such posts now often state that a one-year course in counselling, educational welfare or the like is required.

Changes in the world of work now occur more rapidly and more dramatically than just a few years ago. In order to adapt, people need to change occupations, which demands more extensive guidance and information measures. Structural changes resulting from increased use of computers result in special requirements regarding guidance services, particularly in relation to older workers. Occupational strain and burnout also seem to be increasingly common phenomena that demand special measures. The growing emphasis on lifelong learning has led to an increase in the number of adults engaged in education. This has consequences for educational approaches, capacity and variation of placement measures.

Knowledge and skills requirements change at the same pace as other developments in society. Today, people are expected to be able to use Internet-based guidance tools. New client groups involve a need for new methodology (cf. LØFT). Constant changes, such as new admission rules, new occupations, etc. result in a constant need for updating of knowledge about education and careers. Employers also need to make provisions for upgrading of skills. New in-service training has been developed for the public employment service cf. 6.3. Here the course content is continuously updated, and employees can study whole modules or individual chapters according to their needs.

The approved distance education institutions are required to comply with quality standards developed by the Norwegian Association for Distance Education.

In the case of the universities, such requirements change in relation to changes in educational needs, e.g. the competence reform, and changed patterns of application for higher education, e.g. a larger proportion of young people seek higher education and thereby give rise to an increased need for guidance on different ways of using education in careers. This is often solved by setting up resource centres, which, as well as assisting students, assist other guidance services in building up and assuring the quality of the competence in the field concerned. In practice, this entails a redistribution of resources to meet new demands. Requirements regarding knowledge and skills in this connection are changing at the University of Oslo just as in the information society otherwise, e.g. use of e-mail, Internet information and interactive services via the Internet. This involves increased upgrading of staff skills, and projects are being

implemented in this area with the aim of making this an integral part of ordinary services. This also entails reordering of resource priorities.

In the case of the National Academic Information Centre, the greatest challenges regarding knowledge and skills are brought about by rapid changes in education systems, educational provisions, new forms of education in all countries and new media. These challenges are met by continuous updating of knowledge and skills.

## **6.6 What opportunities exist for information, guidance and counselling service staff to update their knowledge and skills?**

*For example: Do industrial agreements allow time for recurrent education and skills upgrading? What time, and what programmes, do government agencies provide for the purpose? What recurrent education and skills upgrading courses are provided by tertiary institutions?*

Many short courses of 1–2 weeks are available for updating of school counsellors. Employers are also well-disposed to sending staff on such courses. As regards longer courses (full-time courses of half a year or longer) there are good possibilities for taking such courses in free time. It is more difficult, though not impossible, to be allowed to take such courses during working hours. Each year, one or more regional courses of one to two-days' duration are held for school counsellors, giving information on admission rules, the labour market and educational provisions. However, these are not regarded as supplementary training. Generally speaking, the opportunity for supplementary training must be assessed as good. In most counties there are educational institutions that offer relevant courses. Many institutions also provide such opportunities for their employees. However, the financial resources for training of this kind vary from sector to sector.

Updating and training opportunities for public employment service staff can be described as follows:

- Continuing education and training (in compliance with the Competence Reform)
- In-service training
- Public employment service grant for work-related further education and training (preferably in the form of evening courses)

Some in-service training courses are provided at the universities, which employees are free to attend. Special courses are also held for study counsellors, and the Career Centre has its own training programme. Updating of knowledge and skills by study counsellors is largely based on self-study to the extent that time is available. However, a better solution for this is currently in preparation.

Several institutions responded that upgrading of skills is important, and that continuous updating is necessary, but that pressure of work makes it difficult to find the time for it.

## **6.7 Please describe any policies that exist to systematically make use of groups such as alumni, parents and local employers in delivering services.**

*For example by acting as mentors, or by visiting classes to provide information on careers.*

In the project *Conscious Choices in Education* chains of measures were developed to encourage more boys and girls to show less regard for traditional gender roles in their choice of education and career. In this project the use of untraditional role models was an important instrument. The role models were pupils who had chosen untraditional areas of study in upper secondary education and young apprentices or employees in untraditional trades, such as female electricians, carpenters and mechanics and male pre-school teachers, health workers and social workers. This strategy is adopted by many schools, particularly in work on untraditional occupations and training courses. In some counties, this is practised systematically. Some schools have also systematized this in their municipalities, as in Lund municipality, where overviews and agreements are made with most occupational groups in the municipality. In the home page for the project *Conscious Choices in Education* there is a special area where persons who have chosen untraditionally tell about themselves and their work and training.

Universities and colleges send students to upper secondary schools to give information about courses of study. In primary and lower secondary schools it is an established policy to make use of the competence and resources of parents and local business and industry to arrange visits to companies, visits to classes, etc. These arrangements provide the pupils with insight into local workplaces and educational choices at school. Collaboration agreements between schools and enterprises, for example partnership agreements, may contain agreements concerning the use of role models from the enterprise.

The state university colleges have good experience of using students in connection with information and guidance. The university refers to its interaction with employers in 4.7.

## 7 DELIVERY SETTINGS

*Here we would like to know about the delivery of services in different settings.*

### *Schools*

**7.1 Are separate career education lessons a normal part of the school curriculum? If so, for each school grade, please indicate whether or not such lessons are required and the mandatory number of hours per year.**

The teachers' unions respond that there is no compulsory number of hours set aside in the school for classroom teaching on educational and career choices. The topic is integrated into the subject syllabuses and is also dealt with in interdisciplinary thematic teaching or by direct counselling of individual pupils or groups of pupils. Some excursions are also organized to higher level schools and to enterprises and other workplaces.

In the distribution of teaching hours per subject in the curriculum for the primary and lower secondary school there is a possibility of using a total of 418 hours for "school and pupil options", activities of local relevance chosen by the school and activities chosen by the pupils themselves. The purpose of this is to allow individual schools to select areas of local interest and to give pupils the opportunity to select activities on the basis of their own interests. Examples given in the curriculum are entrepreneurship, pupil enterprises and initiatives in collaboration with enterprises in the local community to provide pupils with work experience. Teaching hours for "school and pupil options" are drawn from hours allocated to other subjects, reasonably distributed between practical and theoretical subjects. (Source: National Curriculum for the primary and lower secondary school)

The Norwegian Association of Educational and Vocational Guidance responds as follows. This must be regarded as normal practice, but is not compulsory:

|           | <b>Grade 7</b> | <b>Grade 8</b> | <b>Grade 9</b> | <b>Grade 10</b> | <b>Grade 11</b> | <b>Grade 12</b> | <b>Grade 13</b> |
|-----------|----------------|----------------|----------------|-----------------|-----------------|-----------------|-----------------|
| Required? |                |                |                |                 |                 |                 |                 |
| Hours     |                | 6              | 8              | 10              |                 |                 |                 |

**7.2 If separate career education lessons are not provided, are policies in place to integrate career education into other subjects? (Details can be provided in an Annex.)**

The chapter "The Working Human Being" in the general part of the National Curriculum contains basic principles for what should be included of teaching about the world of work and choice of occupation. (Source: National Curriculum, general part)

"Principles and guidelines for compulsory education", which is part of the National Curriculum for the primary and lower secondary school, contains policy for teaching on educational and career

choices, e.g. statements such as “ *There ought to be room for visiting and experiencing workplaces*”. (Source: National Curriculum)

See also 7.1

**7.3 Are periods of work experience required as part of the secondary school curriculum? For each school grade please indicate whether or not such experience is required, and how many hours per year are required.**

General work experience is not compulsory in the upper secondary school, only that which lies within the individual vocational subjects. For vocational subjects there is in most subjects an apprenticeship of two years before receiving the trade or journeyman’s certificate.

The Norwegian Association of Educational and Vocational Guidance responds as follows. This must be regarded as normal practice, but is not compulsory:

|           | Grade 7 | Grade 8 | Grade 9 | Grade 10 | Grade 11 | Grade 12 | Grade 13 |
|-----------|---------|---------|---------|----------|----------|----------|----------|
| Required? |         |         |         |          |          |          |          |
| Hours     |         | 3       | 30      | 40       |          |          |          |

**7.4 What other types of career information, guidance and counselling services are typically provided for school students (that is, apart from career education lessons and work experience)?**

Information about industrial sectors is provided by apprenticeship training offices and by business and industry, e.g. the armed forces inform pupils about their training and careers. Education and career fairs where schools, enterprises and industrial sectors are represented are held at county level or at school level.

Pupils in the final year of the lower secondary school (10<sup>th</sup> grade) hold mini education and career fairs for 9<sup>th</sup> grade pupils after completing their periods of work experience. Upper secondary schools visit the lower secondary school to provide information to 10<sup>th</sup> grade pupils. Upper secondary schools hold open days with programmes of events and guided tours for all pupils in the primary and lower secondary school (pupils teach pupils).

General and personal counselling by school counsellors, career fairs, access to career libraries, alumni arrangements, observer visits to schools and workplaces, enterprise visits, parent involvement and information for parents and pupils, Internet-based (*YoU*), information materials. The upper secondary school and the primary and lower secondary school collaborate on providing individual guidance to pupils and their parents or guardians in connection with applications from pupils with special needs.

**7.5 What information, guidance and counselling services are provided by the public employment service?**

*For example: what is the relative balance between career and job information services and guidance and counselling; what types of clients typically seek and receive assistance; how are these services related to overall national labour market and employment policies?*

The public employment service provides and develops information about the labour market, careers and jobs. The objective is to provide job seekers with satisfactory information and guidance as a basis for active individual efforts. The information is made available by means of specially designed

printed materials and by means of different self-service facilities. Education seekers have access to education and career information and guidance including information on educational opportunities in other European countries. Information on vacant posts is available at <http://aetat.no>, NRK1 teletext, by telephone from the public employment service centre or as printed information from the individual local employment offices.

In order to meet the different needs of job seekers, the public employment service has given priority to developing guidance methodology that job seekers' capacity to cope. Local employment offices shall be able to provide both individual and group-based guidance.

One of the subsidiary objectives of the public employment service's breakdown of objectives is to help to create well informed and active job seekers. One of the strategies adopted to achieve this subsidiary objective is the preparation by job seekers of individual plans of action.

When the job seeker's needs, resources, work experience and educational background have been clarified, he or she prepares a plan of action. Guidance in preparing individual plans of action varies in scope and method according to the job seeker's needs and resources, length of unemployment and potential on the ordinary labour market, for example in relation to vocational disability.

- For some job seekers, an interview or information meeting is sufficient, followed by their preparation of an individual plan of action.
- Other job seekers may have a clear goal, but nevertheless need to review their potential for attaining the goal. Many job seekers need assistance and support to identify their own resources and needs as well as information and guidance on relevant facilities that lead to attainment of the goal. The plan of action is prepared during the guidance process.
- Yet others may have diffuse goals and be reluctant to start the necessary activities. As a rule, this group of job seekers requires closer guidance, either individually or in groups, to enable them to formulate a goal and a plan.

Local employment offices can contact the Employment Counselling Office or send job seekers there for further guidance. The services of the Employment Counselling Office supplement the clarification and guidance given by first-line staff. The services are primarily person-oriented, and include service for people with a need for more than the normal assistance. The extended guidance service is an important tool for helping job seekers with psychiatric disorders or muscle and skeleton diseases and in work on reactivation of disabled persons.

The public employment service has developed more electronic guidance tools which can be found on the web page <http://aetat.no>. They can either be used purely for self-service, as preparation for a guidance interview or in collaboration with a counsellor.

Euroguidance Norway provides information about careers and educational opportunities, respectively, for Norwegians living abroad and for foreigners from the EEA area and central and eastern European countries who live in Norway. The public employment service develops and supplies pan-European electronic guidance tools, and produces both printed and Internet-based information for its users. Euroguidance Norway does not operate placement services, but provides industry with information on the labour market and the content of educational programmes.

Euroguidance Norway's main target groups are school counsellors and vocational counsellors at home and abroad as well as a growing number of end-users who find the public employment service on the Internet. When Norwegians need individual guidance, they are referred to the educational institution they belong to or to local employment offices. Educational guidance at the latter is often inadequate owing both to insufficient capacity and particularly to central reordering of priorities. This is also found inadequate by end-users of the public employment services, who have often approached the local employment offices first.

The majority of enquiries to Euroguidance Norway are from Norwegians planning to move abroad. Few enquiries come from foreigners planning to move to Norway. One reason for this is that many educational provisions are only taught in Norwegian. Another factor is that most of our foreign students belong to the quota system, and many therefore come from countries outside the area covered by Euroguidance Norway. However, some people from eastern Europe come via adapted programmes, usually Erasmus.

### ***Tertiary education***

***In answering this section, please separately describe services in university-level tertiary institutions (those offering programmes at ISCED-97 levels 5A and 6) and in non-university-level tertiary institutions - such as community colleges and polytechnics (those offering programmes at ISCED-97 level 5B).***

*If applicable, also describe services in post-secondary non-tertiary institutions (those offering programmes at ISCED-97 level 4) and in institutions offering continuing education or further education and training programmes.*

It is the general impression of Euroguidance Norway that the study guidance available at the universities and at faculty level is relatively good. Assistance is provided on subject combinations. The public employment service's university service provides educational guidance and information in relation to the job market. The universities deliver special services to foreign students. The same applies to all the largest state university colleges. Some of these have also specialized in continuing education and training, such as the centres for lifelong learning at Lillehammer University College and Agder University College. What is lacking is a coordinating body for people who do not belong to an institution.

### **7.6 Please describe information, guidance and counselling services that are provided within tertiary education.**

*For example: Are they a normal and standard service within tertiary institutions or are they only provided in some institutions? Are they normally provided separately from or together with personal and study counselling services? Are they normally provided separately from or together with job placement and graduate recruitment services?*

Norwegian students at higher levels who wish to combine their studies with studies at foreign institutions are able to obtain from the educational institution they are attending in Norway most of the information they need about agreements between that institution and one or more foreign institutions. For further information and guidance on opportunities abroad, students can ring or mail Euroguidance Norway, the Association of Norwegian Students Abroad (ANSA) or the State Educational Loan Fund. This is not an optimal situation for Euroguidance Norway because it then loses opportunities to strengthen its competence on educational institutions abroad and to strengthen the national networking for information and guidance on education abroad in general.

Study guidance services have been established at all universities. Services similar to those of the Career Centre at the University of Oslo have also been set up at other universities, e.g. the ORIGO centre at the Norwegian University of Science and Technology, where study guidance within arts and social science subjects is more closely associated with the centre than is the case at the University of Oslo. Collaboration with the public employment service and individual universities varies. There is little information as to how this functions in practice today.

The Universities and Colleges Admission Service prepares the “Applicants’ Handbook” for higher education. In addition to this, there are local initiatives at individual colleges and based on collaboration between colleges.

**7.7 What is known about career guidance and counselling services provided by the private (for-profit) sector: such as management consultants, outplacement services or private practitioners?**

*For example describe their client base, the level of their fees, the sorts of services that they provide, and what is known about growth in these services over time.*

In February each year a privately financed education and career fair is held at the Sjølyst Centre in Oslo.

Emmali is a private education and career counselling firm consisting of five counsellors with their own guidance offices. These counsellors provide 3–4 hours of vocational guidance for young people for approximately NOK 3000. Career guidance for adults costs approximately NOK 3500. Statistics kept by Emmali show that a very large number of pupils and students have been satisfied with the guidance they have received. The five counsellors all have higher education, public and private sector experience and counselling experience. They use interest tests, knowledge tests and personality tests as part of the basis for guidance.

In the view of Euroguidance Norway, there should be common ethical requirements for the use of tests, at both national and European levels. Not only should there be minimum quality standards, there should also be requirements regarding qualifications and licences for using some of these tests, perhaps with the exception of pure interest tests.

**7.8 Please describe any steps that governments have taken to try to encourage private (for-profit) organisations to provide guidance and counselling services or to regulate the ways in which such services are provided.**

*For example by providing vouchers that can be used to purchase services; by changing legislation; by contracting out services; by setting staff qualification levels; by regulating fees that can be charged.*

Some school counsellors or local employment offices may have recommended education seekers to contact Emmali for educational guidance, but there have been no initiatives by the authorities either to encourage or to regulate such private services.

## *Other organisations*

### **7.9 What role do other organisations – for example in the community sector - play in providing information, guidance and counselling services? What types of clients do they serve? What types of needs do they attempt to meet?**

The Educational-Psychological Service advises school counsellors and teachers in relation to difficult pupils within the municipal system, where child welfare and social services also have an advisory function. Some user organizations also exercise such a function in relation to this group of users. The Educational-Psychological Service coordinates the functions of the various professionals in relation to this user group for which they have responsibilities in common. Child welfare and social services attempt primarily to alleviate problems within families and problems experienced by children with functional disabilities or social or emotional problems who need a framework of support in their daily lives.

The Confederation of Norwegian Business and Industry has taken the initiative to set up several projects, such as Partnership School/Enterprise, and has contributed to Young Enterprise, which has functioned relatively well at the local level.

Educational institutions within the Norwegian Association for Distance Education play a decisive role in guidance, information and motivation of adults.

The Oslo Youth Information Centre plays a large role in providing services for clients between 13 and 30. The centre is also visited by people over 30 since there is no information centre specializing in vocational guidance. There has been an increase in the number of users of the Oslo Youth Information Centre who first approached the public employment service, particularly asking for information about supplementary training and readjustment or rehabilitation with educational support. In 2000, the Oslo Youth Information Centre received 21 000 visits by young people, where approximately 30 per cent of the questions asked related to education. The Oslo Youth Information Centre covers a general and large need of young people for information. In addition to education, information is provided on a wide range of topics, including work, accommodation, leisure activities, health, travel, law and society. A survey in 1998 of clients over 18 years of age showed that the main group of clients were between 18 and 22. Many young people who use the centre have minority backgrounds and there are more boys than girls.

### **7.10 Have governments attempted to increase their role (for example contracting out services)? If so, why? Have they attempted to regulate the ways in which provide services?**

The authorities encourage cooperation between agencies, but not privatization of these services. By supporting the development of Internet-based databases, the authorities have attempted to support information work in general. Information work is otherwise carried out without any form of central control.

The education authority in Oslo has entered into collaboration with the Oslo Youth Information Centre because the centre's staff communicates more successfully with young people owing to the language and working methods they adopt. The education authority wishes to collaborate with the centre on a vocational guidance centre. No attempt has been made by the authority to regulate the centre's activities.

## 8 DELIVERY METHODS

*Here we would like to know about delivery methods, including the ways in which they are influenced by government policies.*

**8.1 Career information, guidance and counselling services can be delivered in a variety of ways. In the last five years, how have these been influenced by government policies? (These might be policies to improve the use of resources, policies to increase access, policies to better meet client needs, policies to encourage equity, or other types of policies. To guide your answer, a list of some of the ways in which information, guidance and counselling services are delivered is given below).**

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

The education authorities have not initiated psychological tests, information or counselling by telephone or by means of CD-ROM-based software. However they have contributed to information about such services in the education system, and some testing materials have been developed in connection with the project Separate Counselling Services. Such interest tests are chiefly based on Holland's career development theories.

By means of projects and regional conferences, the authorities have also stimulated

- an increase in knowledge about upper secondary education in the primary and lower secondary school,
- increased collaboration between school levels and between school and employers, and
- use of role models and information sources as sources of career information in educational and vocational guidance.

Members of the local community are involved through partnership agreements between enterprises and schools and through observation agreements between schools and enterprises. The education authorities have allocated funds to observation schemes for school counsellors and teachers for which schools can apply. The Norwegian Board of Education has issued a booklet about observation schemes of this kind. The upper secondary schools hold “open days” for pupils in the final year of the lower secondary school (10<sup>th</sup> grade). Universities and state university colleges have similar arrangements.

In the general part of the national curriculum emphasis is placed on providing pupils with work experience or community experience. Most pupils take part in “*PRYO*”, a week of practical work experience, while at lower secondary school. In the upper secondary school, pupils attending vocational courses take part in practice periods at workplaces. In recent years, the education authorities have adopted a policy of making educational and vocational guidance the responsibility of the whole school, producing and providing training in the use of the guide *Ungdom i valg* (Choices for Young People). Through the project *Separate Counselling Services*, the authorities are attempting to establish whether separate counselling services would strengthen educational and vocational guidance.

Many counties hold their own career fairs. The institutions responsible for arranging the fairs vary from county to county, but the Confederation of Norwegian Business and Industry, the National Education Offices and the County education offices are involved in most of them. Personal guidance in the school and in higher education is the responsibility, respectively, of school counsellors and study counsellors, and is conducted individually.

The statutory right to an extra year of upper secondary education for those who decide to transfer to a different course programme is viewed as a way of providing pupils with the opportunity to try out their options. Some counties have labour market training programmes or “work institutes”. They offer young people a transitional year before beginning upper secondary education. Young people can try out different educational and career opportunities and also receive personal guidance during the transitional year.

The authorities have no policy for establishment of career information libraries. The individual educational institutions attempt to systematize information materials on occupations, education and job seeking. The authorities are responsible for the Internet gateways, *YoU* <http://you.ls.no> and <http://www.aetat.no>. The public employment service publishes a printed version of the vocational information publication *More Education?* The Universities and Colleges Admission Service publishes an Applicants’ Handbook for higher education. County education offices issue their own school catalogues listing options available in upper secondary education.

The Norwegian Association of Educational and Vocational Guidance concludes that the Norwegian authorities have had a deficient policy for education and career information, guidance and counselling services.

New legislation has made provisions for systematization of much of the work of the Educational-Psychological Service. This enables broader guidance and counselling to be carried out than when activities mainly take place at the individual level. Through its specialist role and by viewing the remaining tasks of the Educational-Psychological Service in this context, the service can conduct guidance and counselling in cooperation with the other actors in the process, such as parents, teachers and day care institution staff.

The public employment service has developed the career selection tool *Veivalg*. This previously existed in a printed version for self-assessment. An improved electronic version was then made available on diskettes. This did not include a job-seeking program, but had an interest test and a job-match program. The latest version is now available on the public employment service’s website. This contains Internet-

based software for interest testing, job-match programmes and job seeking. The public employment service' psychologists are employed in the agency's second-line service: The Employment Counselling Office (a unit in each county) and the public employment service's Centre for Vocational Rehabilitation (one unit).

The guidance services in these units are primarily based on interview methods and expert assessment. When the specialists find it appropriate, they also use various types of test. The tests can be roughly classified as personality tests, aptitude tests, neuropsychological tests, interest tests and tests of memory, learning, attention, spatial comprehension, problem-solving, sensory-motor function, etc. Dependent on the issue being addressed, the tests are used individually or in batteries. The Norwegian public employment service has focused on allowing the clients themselves to take the main responsibility for their guidance by enabling them to make choices on the basis of an adequate supply of information. There has been a change of emphasis in the public employment service's overall objectives away from guidance in general via the introduction of local employment office staff as generalists while abandoning the use of specialized vocational counsellors. This gives the impression that the employers have been given pride of place and that placement services have been regarded as more important than good quality vocational guidance.

In the case of distance education, the principal change in delivery methods during the last five years has been increased use of the Internet. The authorities have encouraged this by means of several initiatives, such as <http://www.tunet.net>, Norgesuniversitetet, the Norwegian School Net, the Norwegian Learning Network, etc.

The University of Oslo's provision of career information and guidance has been influenced by the focus on ICT (more use of electronic media, e.g. guidance via e-mail from the Career Centre), the Competence Reform (greater efforts to adapt information to specific employee groups) and quality assurance of state services/introduction of service declaration (declaration of what the students can expect of services, and call for feedback from users, so that the services can be improved), budgeting per student/credit and, in the future, performance budgeting (focus on initiatives such as improved information and guidance methods in relation to potential employers in order to encourage students to complete courses and as a competitive advantage in relation to recruitment) and the Quality Reform (this is certain to influence ways of guiding students in making educational choices in relation to work, although it is too early to say how).

The Oslo Youth Information Centre uses the following methods: information, guidance and counselling by telephone, individual face-to-face interviews, Internet-based software for interest tests and/or job-match programmes and job seeking, career information libraries.

## **8.2 Please describe any recent or current initiatives to develop Internet-based information, guidance and counselling services.**

Recent years have seen the development of Internet-based information, guidance and counselling services. The Norwegian Board of Education's website *YoU* is under continuous development.

Assessment of Internet-based versions of different psychological tests is in progress in the public employment service. An Internet-based checklist for persons with reading and writing difficulties is planned to be implemented in 2002.

The Directorate of Labour is working on the development of a new guidance tool, Gradplus, a comprehensive Internet-based vocational guidance program designed for people who either already have higher education or are planning to study. The purpose of the programme is help the user to

- see what is important for him/her in a job situation
- gain a realistic view of his/her own potential
- set personal goals and prepare a plan
- carry out the plan

Gradplus will be available on the Internet in autumn 2002.

The public employment service has plans for call centre development, and Euroguidance Norway is following the EU programme for development of a major European education and careers gateway with considerable interest. The Euroguidance network has also created the Internet-based guidance tool *On the Move* (<http://www.onthemove-eu.org>). This is specially designed for young people who make their way in the world, but who need to go through a consciousness-raising process before making the choices and preparations that are needed.

Many home pages of the Educational-Psychological Service are in process of becoming useful guidance tools. The home pages of municipal services also function as good guidance and counselling services for the local community.

The development of Internet-based services has been given high priority by the University of Oslo for several years and is now an integral part of all information improvements. Cf. the Career Centre's web pages: <http://www.karrieresenteret.uio.no/Intramax/karrieresenteret/>, e.g. the centre's link to various recruitment services on the Internet.

A new database, NAG (National approval database for foreign qualifications) will be implemented. It will include all approval decisions for all educational institutions and will be Internet-based and available to the public. The Nordic Council of Ministers is preparing a web-site on courses of study in the Nordic area ([norden.edu.net](http://norden.edu.net)), which will also contain information on approval of foreign qualifications.

### **8.3 Can examples be provided of the use of screening tools to match client needs or client type to the type of service provided? If such screening tools exist, please describe the reasons for developing them, and describe where they are used.**

No special screening tools have been developed for adapting educational and vocational guidance services to specific clients and client needs in the education system. However, systems for school-based assessment and for pupil participation in quality development in the school are being developed. The system, "Pupil Inspectors", is being developed by the Norwegian Board of Education and is Internet-based <http://www.elevinspektorene.no/>. Similar paper-based systems have been used in some counties, but are now being developed for use throughout the country.

The Office for the Educational-Psychological Service started a project entitled Internal Assessment in the Educational-Psychological Service. The purpose of this project is to create an internal assessment tool for the Educational-Psychological Service, perhaps making use of external actors to help in assessing activities. Here it is envisaged that clients and collaborators can be requested to comment on the Educational-Psychological Service, on the way in which tasks are carried out and on how the service is operated. The Educational-Psychological Service is facing new and extensive responsibilities. Many offices experience some uncertainty about the performance of their day-to-day tasks and the creation of

functional and effective operations. The freedom of individual municipalities as to how they organize the Educational-Psychological Service gives rise to considerable variation from district to district. It is intended that the assessment tool will help to create greater uniformity in the service throughout the country.

The public employment service's vocationally disabled clients consist mainly of people with psychiatric problems, reading and writing difficulties, and muscle and skeleton diseases. Job seekers with a sense loss or with neurological vocational disabilities constitute a small proportion of job seekers. Psychological and educational screening tools are used to help improve the way we meet the needs of these job seekers. The tools that are used are currently being assessed for upgrading. New tools are also being considered. Examples of adaptation to user needs are the ongoing work on checklists for the agency's first-line staff and assessment of new testing tools for job seekers with reading and writing difficulties for the agency's second-line service. The reason for this development is the large number of job seekers with such difficulties. High quality screening is being developed for job seekers with such difficulties so as to ensure appropriate labour market connections for these clients.

Euroguidance Norway participated in the project that developed ESTIA, an Internet-based screening tool consisting of information on education, careers and on living abroad. All the countries in the network are included, and this work has led to a request to carry out some work for the new European gateway <http://www.estia.educ.goteborg.se>.

The network's own ICT platform is an interactive communications platform with both a general public area and a Euroguidance area for communication and discussion groups, which can only be accessed by password holders. <http://www.euroguidance.org.uk>

The primary screening tool used by the University of Oslo consists of feedback from students, either for evaluation of individual services, as in the case of the Career Centre, or in response to requests for feedback, as in the case of the service declaration. In addition to this, user surveys are conducted in relation to the general services provided to students. Finally, several major graduate surveys have been conducted to establish what kinds of jobs graduates take, for example the graduate surveys regularly carried out by the Norwegian Institute for Studies in Research and Higher Education (NIFU)

## 9 CAREER INFORMATION

*Here we wish to know about the educational information that is used in information, guidance and counselling services.*

### 9.1. What is the public sectors's role in producing career information

*For example indicate which Ministries are responsible for its production; how it is produced; whether it is produced on a national level or at the regional/provincial/state level. Also indicate if governments legislate to control how information is classified, distributed or stored.*

In Norway, the public employment service has been assigned the responsibility pursuant to the Employment Act for coordinating and organizing vocational guidance. This entails a major responsibility for the public authorities as regards the production of career-oriented materials.

The public employment service and Ministry of Education and Research (the Norwegian Board of Education) have divided the responsibilities between them. The public employment service produces the course catalogue *More Education?*, which provides a general overview of all upper secondary and higher education. The public employment service has also created an occupational classification system and provides information on vacant posts.

The education authorities (the Norwegian Board of Education) has responsibility for the *YoU* database, which provides information about occupations and training courses at the upper secondary level with links to the public employment service and higher education institutions. Information for the *YoU* database is produced regionally, i.e. at county level. The information is not controlled by legislation. The regional education authorities also collaborate with a private company, Pedlex, on production of printed information to pupils concerning upper secondary education. Pedlex issues an annual catalogue of courses available in upper secondary education, which is supplemented with information at county level. Apprenticeship training offices within their respective industrial sectors (e.g. building and construction, food and drink processing, electrical trades, etc.) also prepare information materials for their target groups.

The Universities and Colleges Admission Service issues an Applicants' Handbook listing courses at universities and state university colleges.

Euroguidance Norway produces the newsletter "Euroguidance Norway", with information on the European aspect of guidance: guidance tools, guidance methods, course information, exchange schemes, European courses of study, trends and conferences. Otherwise, useful information is available from the bodies that administer Norwegian participation in various EU-programmes.

The National Education Office in Vest-Agder has responsibility for national administration of a number of course provisions in foreign countries at the upper secondary level. The office produces information about the courses and makes information available on the Internet.

The National Education Offices also have home pages, where information can usually be found on courses abroad. This type of information is also available at education fairs held by county authorities

and from some apprenticeship training offices. The apprenticeship training offices' Internationalization Programme is a three-year project designed to place apprentices abroad via the Leonardo da Vinci Programme of the EU. It is a collaboration project between 10 apprenticeship training offices in the counties of Sør-Trøndelag and Nord-Trøndelag. The project is administered by its own steering group, with representatives from each county authority.

Information is produced by the Centre for University and College Collaboration with France. The State Educational Loan Fund collaborates with the Association for Norwegian Students Abroad (ANSA) on production of brochures on higher education abroad. The State Educational Loan Fund also issues the brochure Education Abroad with information on funding. Other sources of information on education abroad are foreign culture centres and embassies.

The Ministry of Education and Research is responsible for production and distribution of the brochure *Approval of foreign qualifications*.

The National Academic Information Centre is responsible for production and distribution of its application form and information leaflet, which contains a great deal of relevant information. These are distributed as needed. The centre also produces Internet-based information concerning the above. Norgesuniversitetet provides information via its database on existing provisions, on who provides them and on the profiles of the various providers.

## **9.2 What forms does career information typically take?**

*For example: printed guides containing information on a large number of jobs and courses; individual leaflets or information sheets; CD-ROMs; Internet-based services.*

Education and career information is normally available in the form of printed guides, individual brochures, information leaflets, newspapers, CD-ROM, Internet-based services and education and career fairs.

*More Education?* (the public employment service) and *Upper Secondary Education for You* (PEDLEX) are important printed sources of course information. The *More Education?* catalogue is available in a printed version and on the public employment service's home page on the Internet (aetat.no). Vacant posts are advertised on the Internet as well as on notice boards at local employment offices. Descriptions of occupations (produced by the public employment service) are available from the home page of the Norwegian Board of Education, *YoU*. The following websites provide information about Norwegian education and careers aetat.no, you.ls.no, lex.no and e4u.no (Education for you). The last two are both privately operated.

Leonardo, the Centre for International University Cooperation and the Governmental Office for Youth and Adoption (SUAK) all issue information on their educational programmes on the Internet. General information on education abroad is available at ansa.no and estia.educ.goteborg.se. The latter is a European gateway on education, careers and work. Euroguidance Norway is responsible for the Norwegian links.

## **9.3 Typically, which client groups is it aimed at?**

*For example school students; public employment service clients; tertiary students; the general public.*

Career information is aimed at pupils at school, apprentices, clients of the public employment service, students attending courses of higher education and the general public.

Education and career information produced by the public employment service is primarily intended for pupils in the lower secondary and upper secondary schools. However, it can well also be used by adults considering a change of job or continuing education and training. Information about vacant posts is primarily intended for job seekers.

Information from Euroguidance Norway is primarily aimed at counsellors, but we also receive enquiries from end-users (pupils and students).

Information from schools at county level is aimed at pupils, students and apprentices. Information from the public employment service is aimed at job seekers, enterprises and persons applying for competence building provisions, but also pupils and students at the transition to work or to the next stage of their education. Owing to the competence reform (total competence), more information is aimed at adults.

In the case of universities and state university colleges, information is aimed at potential students, students attending courses and employers. In the case of the National Academic Information Centre, information is aimed at **students attending courses of higher education, immigrants and refugees, qualified graduates and the general public.**

#### **9.4 What methods are used to gather it?**

##### **Data-gathering methods**

Information on courses and apprenticeships is transferred from county authority databases to the *YoU* database. Information on occupations and industrial sectors is maintained by the public employment service and the industrial sectors themselves. The information printed in the Pedlex brochure *Upper Secondary Education for you* is provided by the county authorities.

The catalogue *More Education?* is sent out once a year for review by all of its information sources, and these report any additions or corrections. Career information is produced and maintained by an experienced consultant, who receives his information from professional organizations, educational institutions, etc. Information about vacant posts is taken from newspapers, the Norwegian Gazette and other places where vacancies are advertised. This is a separate function of the public employment service.

Euroguidance Norway makes use of the Euroguidance Network to obtain information about education abroad. The network has its own home page where members can enter questions and answers.

Home pages and Internet gateways are also valuable sources.

In the case of the University of Oslo, information is received from the public employment service and potential employers, e.g. via established networks, such as graduate surveys, cf. response to question 8.3.

The National Academic Information Centre uses Internet-based information, networks, official channels and research.

## **9.5 Please describe the steps that are taken to ensure that it is accurate and timely.**

At the public employment service, information is updated regularly. Education and career information produced by the public employment service is audited by the Network Norway Council and the Ministry of Education and Research (Norwegian Board of Education). See also 9.4.

The University of Oslo has continuous updating and contact with information providers. The National Academic Information Centre carries out internal quality assurance (based on official channels).

Contact persons at the various educational institutions are responsible for the correctness and relevance of information in the databases of the Norwegian University Network for Lifelong Learning (Norgesuniversitetet).

Information in the *YoU* database is contractually updated by the information providers themselves.

## **9.6 Please describe the steps that are taken to ensure that it is user-friendly and oriented to user needs.**

Questionnaire surveys, enquiries to counsellors in the various education educational institutions, users, the public employment service, and evaluation of education and career information. The most important tasks involve ensuring that the information is correct and available. User surveys are conducted when the question of quality and availability of information is brought up. As regards use of the public employment service's Internet pages and *YoU*, the number of enquiries is noted.

The University of Oslo reports that it is heedful of users, evaluates individual initiatives and uses professional information design agencies. The National Academic Information Centre has no such measures. Lillehammer University College makes annual evaluations and improvements. In the case of Norgesuniversitetet, it is the users' demand for courses that decides the type of courses that are offered. The most usual means of distribution is the Internet. Norgesuniversitetet's partners have links to the website. Partners thus function as important distributors of information about Norgesuniversitetet.

## **9.7 How is it typically distributed?**

*For example through career information centres; through public libraries; through community organisations; to schools and tertiary institutions.*

Information is distributed via the Internet, school counsellors in all schools, public libraries, community organizations and higher education institutions.

The catalogues *Upper secondary education for you* and *More Education?* are sent to all education institutions in the country. They are also sent to all units of the public employment service, labour market enterprises, libraries, municipal school authorities, county school authorities and boards, the national education sector, university and college boards and councils, municipal information centres for young people (e.g. the Oslo Youth Information Centre) and the Educational-Psychological Service.

For distribution to adult target groups, the public employment service uses its local and district offices and often also the municipalities. As mentioned above, the Internet is increasingly used as a distribution channel. As regards pupils and students, most information is distributed via the school system.

Via central information services, faculty offices and the Internet as well as education fairs and school visits. Brochures with information about courses and careers are distributed to upper secondary schools, libraries and employment offices. The University of Oslo is also a provider of information to the public employment services *More Education?* and *The Apprentices' Handbook*.

## **9.8 What role does the private (both for-profit and not-for-profit) sector play in providing career information?**

*For example: What is known about the size and nature of the market for privately published guides to jobs or to tertiary education? What examples can be provided of privately funded career information web sites? Are there examples of the mass media taking an active role in providing career information?*

The private sector is an important supplement to public information, particularly regarding information about general industrial education and vocational training.

Private placement services have developed and established themselves in recent years. These companies are mainly agencies for temporary staff. Their information schemes are therefore also designed with this in mind. <http://job.line> is an example of such a website. There is also a tendency for such firms to specialize in specific labour market needs, e.g. to meet the need for nurses, and they sometimes obtain manpower from abroad.

Apprenticeship training offices are involved in holding local education and career fairs. A certain amount of career information is also produced by the industrial sectors themselves, in the form of both printed brochures and information on websites. Examples are <http://www.penzel.net/> and <http://www.gulmann.no>. The Confederation of Norwegian Business and Industry provides information on occupations and work via its projects *Business and Industry in the School* and *Young Enterprise*.

Pedlex produces information about upper secondary education (<http://lex.no>). A number of websites provide course information, e.g. the Network Norway Council (<http://nnr.no>) and Norway's Competence Network (<http://nkn.no>).

Most national newspapers have educational supplements once or twice a year, and one of the largest (Aftenposten) has a special job section every Sunday. The media often provide education and career information. This applies both to national and (possibly even more) to local newspapers. These range from reports on specific industrial sectors to lists of free places on courses before the start of the school year in the autumn.

The Association of Norwegian Students Abroad (ANSA) has home pages on education abroad. The association produces brochures on various professional programmes abroad. They publish the book *Utdanning i Utlandet* (Education abroad) (Cicerone Forlag). Cicerone Forlag also publishes *Legathåndboken* (The Scholarship Handbook), which has information on scholarships and grants for studies abroad.

There are several private profit-based guidance centres, including Emmali study guidance, Alf J. Merkdal Career counselling, and KNI Karrieresenter. Bjørknes World Wide Education and IEC International Education Centre both provide information and guidance on studies abroad.

Private information services for distance education primarily provide course information rather than career information. For students, there are brochures and books published by private publishing companies, e.g. Aschehoug's *Student 2001* and several privately financed websites that

target students and potential students. There have been TV and radio reports from large education fairs such as *UngMessen* at the Sjølyst Centre in Oslo. The private sector also collaborates on Norgesuniversitetet.

The Oslo Youth Information Centre receives many enquiries about private schools and they therefore have a lot of information about them. The newspapers play an influential role and the Oslo Youth Information Centre has noticed that this affects what young people ask about.

**9.9 Have governments tried to increase the role of the private sector in providing career information?**

*For example by contracting out the production of material.*

No, but a number of public agencies make use of local private sector competence to help provide such services. This may involve performing services, advertising or production of materials. It appears generally to be dependent on needs.

**9.10 Please describe the ways in which labour market data is typically included in career information.**

*For example through inclusion of data on unemployment rates and earnings; through the inclusion of data on regional variation in employment and unemployment for particular occupations; through inclusion of the results of graduate employment and course satisfaction surveys.*

Very little labour market data is included in the public employment service's pure career information. However, labour market statistics and reports are made available from the public employment service's web pages. Labour market data prepared by the public employment service and others is used in the school.

The guidance tool *On the Move* provides information on unemployment in various age-groups in a number of European countries. The Internet gateway ESTIA has corresponding links to information about the labour market.

In the case of the University of Oslo, labour market data is included with the information received via graduate surveys, cf. the response to question 8.3.

## 10 FINANCING

*Here we wish to know about: the ways in which information, guidance and counselling services are funded; the ways in which costs are shared; and the financial resources devoted to information, guidance and counselling services.*

### **10.1 What method(s) do governments use to fund information, guidance and counselling services?**

*For example: direct service provision; contracting out/tendering; public-private partnerships. If possible indicate the percentage of total government funding of information, guidance and counselling services that flows through each of these methods.*

Guidance and counselling services within the Educational-Psychological Service are financed via municipal, county authority or intermunicipal collaboration.

In the case of the public employment service, funding of services to which this survey applies is integrated in the total transfers to the public employment service, cf. topic 1. It is impossible to give the size of the financial resources devoted to guidance since this is not a separate budget item. The services are free of charge to the users of the public employment service.

As regards international information, guidance and counselling services, Euroguidance Norway is financed two-thirds over national budgets, (equal parts from the Ministry of Labour and Government Administration and the Ministry of Education and Research) and one-third from the European Commission, DG for Education and Culture. In relation to VP planning of Employment Counselling Offices by the public employment service, the national funds reserved for the agency's activities constitute approximately seven per cent of the budget for 2002. In addition to this come corresponding funds from the Ministry of Education and Research, but international activities within both the educational sector and the public employment service shall be covered, including pay to the employees. International service shall also cover service delivery to the agency's European users.

Locally, the services of the public employment service are mainly financed via ordinary budgets; partly through specific budget items, partly as activities integrated in other budget items (direct service delivery).

Schools are publicly financed over the fiscal budget, primary and lower secondary schools from the municipalities, upper secondary schools from the county authorities and universities and state university colleges from the state. As regards the part of educational and vocational guidance that is included in the syllabuses for the various school subjects and which is regarded as the responsibility of the school, it is impossible to give the actual costs involved.

The Oslo Youth Information Centre is fully financed by the City of Oslo, and has also previously received support from the Ministry of Children and Family Affairs.

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

All public services in this area are free of charge to the users.

Students at the university pay a fee (NOK 410) each semester to the University Foundation for Student Life (SiO), the student welfare organization, which uses the money to fund its welfare facilities, which include the Career Centre (operational costs are covered 50 per cent by SiO and 50 per cent by the University of Oslo, see response to question 1). Apart from this, all information, facilities and services are free of charge with the exception of the course prospectus (NOK 58), which is available free of charge on the Internet.

**10.3 Please describe what cost and expenditure data is available to government and to stakeholders - for example on the relative costs of different delivery methods, or the cost of achieving particular outcomes, or the costs of providing services to particular types of clients - when making policies for information, guidance and counselling services. Describe the ways in which this information is used, providing specific examples if possible.**

In the case of the schools, such data is not specified in the budgets.

The Educational-Psychological Service must produce an annual report, stating its operating costs. This annual report is a report to the owner, which might be the municipality, county authority or an intermunicipal board.

All of Euroguidance Norway's external consultancy costs (e.g. translation, printing, computer assistance for projects) must be covered over its own budget, which equals a total of EUR 180,000 (approx. NOK 1.5 million) per annum.

**10.4 Please provide the best available estimates of the cost (most recent year) to governments of providing information, guidance and counselling services.**

*In answering this, where possible provide information on the ways in which this cost is divided between different Ministries and between different levels of government. Where possible, provide information on trends in costs over time. Where possible break costs down by type: for example staff costs; information production costs; capital and equipment costs.*

*In answering this, it might be helpful to include an Annex describing the problems that are involved in providing expenditure and cost data for information, guidance and counselling services in your country.*

No information is available here from school authorities or from the public employment service.

**10.5 Please provide an indication of the statutory salaries of information, guidance and counselling service workers. As a base, take the case of guidance officers/counsellors with a guidance or counselling qualification at ISCED-97 level 5 ( i.e. a university degree or equivalent) and indicate:**

- The starting salary for those with the minimum required training.

- The salary after 15 years' experience.
- The number of years from the starting salary to the top salary.
- Where available, please provide equivalent information for other categories of guidance and counselling workers.

School counsellors are paid as teachers with an additional supplement equivalent to two pay grades, i.e. from approximately NOK 250 000,- (in the primary and lower secondary school) to approximately NOK 350 000,- (in the upper secondary school). Even if school counsellors take supplementary training, they are not entitled to a pay increase. There are no separate educational requirements for counsellors. They are required to have a teaching degree and at least two years practice as a teacher.

In the case of the Educational-Psychological Services, there are considerable pay variations. The level of pay is decided by the individual municipality, and equivalent posts may vary by as much as 20 pay grades. They also vary with regard to whether salaries are paid on a scale with regular increments, or whether they are based on permanent pay frameworks whereby one receives pay grade 45 as a counsellor regardless of whether one is newly qualified or has practised for many years. Most services appear to offer better pay to people with university degrees than to those with college degrees.

In local employment offices, counsellor posts are graded as Executive Officer or Higher Executive Officer. An Executive Officer with no experience has a starting salary of approximately NOK 215,000 to NOK 220,000 (pay grades 22–23). Higher Executive Officer salaries begin at pay grade 30. The public employment service pays a degree supplement to employees with a cand.mag. or a higher degree. These employees receive a starting salary with a minimum of pay grade 29. It is impossible to say what a counsellor earns after 15 years because the public employment service operates with individual pay negotiations. Pay rises are therefore not dependent on seniority. Second-line staff have higher starting salaries, depending on qualifications and experience.

At the Career Centre, a counsellor is paid approximately NOK 280,000. At the University of Oslo study counsellors are normally Higher Executive Officers, but salaries vary considerably.

At the Oslo Youth Information Centre the starting salary is NOK 240,000, rising to a maximum salary of NOK 280,000 after six years.

## 11 ASSURING QUALITY

*Here we wish to know about the ways that the quality of information, guidance and counselling services is evaluated, maintained and enhanced.*

### **11.1 Please describe the steps that governments take to maintain and increase the quality of information, guidance and counselling services.**

In the school, no such quality assurance measures have been implemented. However, this field falls under the arrangements for "School-based assessment". "Pupil inspectors" is a tool that is designed to ensure that the pupils have a voice in the local school-based assessment. The public employment service is implementing systematic user surveys in order to gather information to help improve the degree of service, which is an agreed goal for the work of the agency, including the services mentioned here.

### **11.2 Do standards exist for the delivery of information, guidance and counselling services? How and by who were these developed? What status do they have? Do they differ between providers?**

In the case of the school there are no such standards. The Norwegian Association of Educational and Vocational Guidance has developed ethical rules, but adherence to these is voluntary since the Norwegian Association of Educational and Vocational Guidance is an interest organization.

Requirements have recently been laid down regarding training of second-line staff in the public employment service.

The public employment service also follows standards in the form of the guidelines issued by the directorate to the agency's local offices. These are communicated via the annual work programme memorandum. There seems to be a tendency to depart from clear directives and standards and to allow individual offices and individual officials greater freedom to assess situations themselves.

As regards distance education, see 6. Recommended quality standards have been developed for distance education, which approved independent distance education institutions are expected to comply with. These have been prepared by the Norwegian Association for Distance Education in collaboration with Ministry of Education and Research. The Norwegian Association for Distance Education has a separate quality committee, which has a special responsibility for following up quality work at the institutions. Institutions are required to report annually to the Ministry of Education and Research concerning their quality work. The Ministry of Education and Research may carry out random controls. The public institutions have their own quality requirements, which apply for universities and colleges. However, the quality standards of the Norwegian Association for Distance Education function as guidelines for all members.

The Career Centre has developed its guidance methodology through learning by doing and through studies of similar services at British and American universities. In autumn 2000 a project was implemented which took as its point of departure that the Career Centre wished to define its guidance

services within a larger framework, create a theoretical superstructure for its guidance and view career guidance in relation to traditional guidance theory. This survey is unique for such services at educational institutions in Norway. Such specific standards do not exist for study counselling services, but study counsellors have clearly expressed a wish to prepare guidelines for study counselling.

**11.3 Do standards exist for the competencies required by information, guidance and counselling services staff? If so, how and by who were these developed? What status do they have? Do they differ between providers?**

All that is required of school counsellors is that they have teaching qualifications and experience. For supplementary training of school counsellors, the Ministry of Education and Research prepared in 1998 a modular framework plan as guidelines for courses in school counselling at state university colleges. However, school counsellors are not required to have taken such courses.

There are no national requirements regarding approval of counsellors within the private market, whereas psychologists who work in the employment counselling service must hold licences in order to conduct certain guidance tests.

In the case of the university, no more is required than is stated in the response to question 6.3

**11.4 Are there formal requirements, for example expressed in regulations or legislation, for the education and training qualifications required by information, guidance and counselling staff?**

For employees of the school system there are no requirements except the requirement of teaching qualifications on the relevant level. For employees of other institutions (the public employment service, county authorities, etc.) there is a general requirement of higher education for such posts except in the case of special functions, e.g. psychologist.

**11.5 Do guidelines exist on information quality standards to help groups such as tertiary institutions, industry associations and individual enterprises produce career information?**

Here we have no information.

**11.6 Please provide details of any professional groups, bodies or associations of information, guidance and counselling services workers in your country.**

*In answering this please describe the extent to which such professional groups, bodies or associations: work to raise standards of professional practice, for example through the professional development and recurrent education of their members; are actively involved in lobbying governments on professional issues, for example relating to service quality; and have an industrial role to improve the employment conditions of their members.*

Since school counsellors are teachers, they are members of the teachers' trade unions. Most of them belong to the Confederation of Teachers' Unions or the Norwegian Union of School Employees. A few belong to the Federation of Norwegian Professional Associations or the Confederation of Vocational Unions.

The Professional Policy Council for School Counsellors in the Confederation of Teachers' Unions works with professional issues while the Confederation of Teachers' Unions has advisory committees with responsibility for advising on the confederation's professional profile, including matters concerning counselling. In pay negotiations and lobbying, the teachers' unions look after the interests of members who work as counsellors in the same way as those of other members.

The Norwegian Association of Educational and Vocational Guidance is an interest organization for counsellors working in primary and secondary schools which focuses on professional development for its members and works to raise the standards of counselling in schools.

Apprenticeship training offices are particularly active in working for the provision of relevant training on behalf of their members, e.g. theory courses within upper secondary education that, in conjunction with work experience, can provide the basis for trade certificates. The offices also collaborate increasingly with the public employment service and county directors of education.

**11.7 Please describe any ways in which career information, guidance and counselling professionals are involved in the development of policy: for example through formal roles for professional associations; or through providing feedback to service providers.**

Trade unions are represented in various formal bodies and groups established by the education authorities in Norway (Ministry of Education and Research and Norwegian Board of Education) and which are involved in policy development. The representatives appointed by trade unions are often actively engaged in work as school counsellors or have been so engaged before starting to work with counselling issues within the unions. Feedback to service providers is often provided by individual representatives or via the normal trade union channels.

School counsellors, either in their capacity as counsellors or through trade unions, often take an active part in development work in projects such as *Conscious choices in education*, *Separate Counselling Services*, development of the *YoU* database and the competence-building programme

*Samtak*, which are all government development projects. The Norwegian Association of Educational and Vocational Guidance also participates actively in steering groups and in follow-up of projects under the auspices of the Norwegian Board of Education.

School counsellors also participate via EU educational programmes with development work within counselling services. Each school's counsellors can give feedback to service providers via their organizations.

The staff of the public employment service who perform the relevant services obtain information from the recipients of the services. This information (both written and oral) is given to the central government in addition to the statistics prepared, for example, on the agency's degree of service. This the information is of great value for the continuous adaptation of services and products by the agency, although the development of labour market policy has to a great extent been subject to national steering in relation to macro-changes in the labour market.

## 12 THE EVIDENCE BASE

*Here we wish to know about the ways in which the delivery of information, guidance and counselling services is evaluated and supported by data and research evidence. In answering this section please refer in particular to national evidence where this is available, rather than to studies conducted in other countries.*

**12.1 What information is available about the extent to which information, guidance and counselling services are used? What is known about differences in levels of use and access as a function of factors such as: socio-economic status or family background; geographical location; gender; age; educational level; and levels of disadvantage? Do regular national statistical collections monitor access? Have access and usage levels changed over time?**

There is not much material about this at the national level but some research was done in connection with the evaluation of Reform 94 (the Upper Secondary School Reform) and, as mentioned, Alv Teig has produced a national report on the status of and educational needs in school counselling, which discusses tasks and partners (A. Teig: Oslo State University College, report No. 1 2000). Apart from this, there is a certain amount of regional material. A report was produced by the Eastern Norway Research Foundation for the County Director of Education in Oppland, (Nyhus and Halvorsen, ØF report No. 23/1998). In Nord-Trøndelag, the Nord-Trøndelag Research Institute have carried out a number of studies that provide relevant information on this. Møre og Romsdal Research Foundation carried out an evaluation of the above-mentioned project at Aker Verdal.

The Norwegian Board of Education's projects *Conscious Choices in Education* and *Separate Counselling Services*, have both been evaluated by the research institute SINTEF Industrial Management. The reports on these evaluations will be made available on the respective projects' websites. <http://buv.ls.no> and <http://drt.ls.no>.

Opinion, the Institute for Opinion Polls and Market Analysis, has made a survey of educational and vocational guidance and recruitment to the sections of the Norwegian United Federation of Trade Unions in 1999.

No national surveys have been made in the school sector concerning pupils' use of the school counselling service or of the extent to which schools actually carry out recommended measures in connection with educational and vocational guidance as the responsibility of the school as a whole. We therefore have no statistical information on this.

At the University of Oslo, partial statistics were kept of visits to information and guidance services and to the web pages of the faculties and the Career Centre. Until now, there have been relatively few surveys of the extent to which students – and what groups of student – use these services. The last time this was done for a large sample of University of Oslo students in general (approximately 1500) was in 1995. On the other hand, students at the Humanities Faculty were asked in spring 1999 about their familiarity with and use of study counselling services and the Career Centre. It is possible that the University of Bergen pick up more information with their "Student Barometer".

The National Academic Information Centre does not keep such statistics, while the statistics for Norgesuniversitetet show that 1000 persons display their web page each day. The number of persons who use Norgesuniversitetet's services has been growing rapidly.

### **12.2 How is the level of community need and demand for information, guidance and counselling services established (for example by use of surveys, rates of service usage, waiting lists)? What is known about the expectations that clients have of services?**

The distributed apparatus of the public employment service (local offices) meets its clients in a direct manner that provides a good basis for surveying the need for such services. The public employment service takes part alongside a number of other actors in work on the development of annual regional development programmes. Planning of the programmes involves close contact with municipalities and business and industry at the local level and provides the public employment service, the county authorities, the Norwegian Industrial and Regional Development Fund, the state university colleges and others with relevant information on the need for such services.

In autumn 1998, the Ministry of Labour and Government Administration ordered an evaluation from the Centre for Educational Research and Development (Telemarkforskning) of Euroguidance Norway's activities after the first two years of operations.

The level of need is established through formal and informal networks that the Career Centre has set up with employers. As regards the local community, a collaboration agreement is being drawn up between the University of Oslo and the City of Oslo, where the University's role as supplier of academic manpower will be of central importance (as in the agreement already entered into between the Oslo State University College and the City of Oslo).

Norgesuniversitetet has tried through the confederations of employers' and employees' organizations to procure information on the needs for continuing education and training. One of Norgesuniversitetet's initiatives is the course marketplace where anyone can ask for customized solutions and, in this way, throw light on the needs of employers. Three consultants have been engaged for a short period to identify needs within different sectors. A users' conference will be held during the first two months of 2002 that will have the potential to influence work on identifying the needs for continuing education and training..

### **12.3 What criteria are normally used to judge the benefits or outcomes of information, guidance and counselling services?**

A criterion for judging the benefits of guidance in the transition between studies and employment is whether graduates in fact procure relevant employment. As regards study guidance in educational choices viewed in relation to employment aspirations, it is difficult to suggest criteria for judging the benefits of guidance interviews, since the interview is mainly designed to raise the students' awareness of their own potential, rather than to provide set answers.12.4 Please provide details of any recent (last five years) studies that have been conducted of:

- The costs of providing information, guidance and counselling services.
- How costs vary as a function of the type of service and the characteristics of clients.

- How the outcomes or benefits of information, guidance and counselling services relate to their costs
- How the benefits or outcomes of information, guidance and counselling services are related to the type of service provided and the characteristics of clients.

**12.4 Please provide details of any recent (last five years) studies that have been conducted of:**

- The costs of providing information, guidance and counselling services.
  - How costs vary as a function of the type of service delivered and the characteristics of clients.
  - How the outcomes or benefits of information, guidance and counselling services relate to their costs.
- How the benefits or outcomes of information, guidance and counselling services are related to the type of service provided and the characteristics of clients.

As far as we know, no such surveys have been carried out in Norway

**12.5 Please provide details of any recent (last five years) initiatives or pilot projects that have been designed to provide insight into: the impact of careers services on individuals' career choices; the ability to use career information; the impact of services upon employers; the impact of services upon the development of a learning society.**

Cf. response to question 5.1.

The Humanities Faculty at the University of Oslo has carried out a survey of recruitment to language programmes.

The student survey autumn 2000. Here students were asked about the relationship between language programmes and potential employers, e.g. how attractive or unattractive they thought people with language qualifications were for certain areas of work. If the students' assessments in this connection failed to comply with the institutions' career information, this would suggest that the career information had little effect on the students.

See also response to questions 12.1 and 8.3.

In the case of Norgesuniversitetet, no survey has yet been carried out that could document such correlations.

**12.6 Do any national research centres specialise in career information, guidance and counselling services? Do they specialise in evaluative and policy studies: or do they mainly focus upon guidance techniques and methods?**

There are no such specialized research centres, but of course those that receive such assignments from the authorities develop special competence in this area.

**12.7 How useful have governments found the work of research centres in developing policy for information, guidance and counselling services?**

The reports that have so far been made have been extremely useful as arguments and analysis material in the development of policy for strengthening educational and vocational guidance in the education sector. Where the public employment service is concerned, we have received no response to this.

**12.8 Have governments taken steps to increase the evidence base for information, guidance and counselling services through support for relevant research centres? Has such support been on the basis of individual commissioned studies, or are more on-going forms of support used?**

The only thing that could be referred to as support by the education authorities is the ordering of evaluations within specific topics. Research institutes normally apply for such assignments in response to advertisements.

## ANNEXES

### **The list of the Annexes:**

ANNEX 1. Onnismaa & Viljamaa. 1999. Guidance and Counselling in Finland. Best Practices and Current Policy Issues. National Board of Education.

ANNEX 2. Guidance. Educational and Vocational Guidance in Finland. 2001.  
[http://www.cimo.fi/estia/2002\\_guidance.pdf](http://www.cimo.fi/estia/2002_guidance.pdf) . (To read or print the publication You'll need the Adobe Acrobat Reader, please download the software at:  
<http://www.adobe.com/products/acrobat/readstep.html> )

ANNEX 3. The material produced for the seminar: Quality and Ethics in Web-based Guidance. Gothenburg 25. – 27. June 2001.

ANNEX 4. Summary of the national evaluation of career services in higher education in Finland in 2000-2001.

ANNEX 5. Request for information inventory of national/regional databases on learning opportunities. European Commission 2001.

ANNEX 6. A case study of a policy instrument for steering institutional career services.

ANNEX 7. Summary of the costs for national career information and student enrolment within the National Board of Education 2000.

ANNEX 8. Training of career counsellors in Finland.

ANNEX 9. Key Issues in the Skills, Training & Qualifications of Guidance Workers. Finnish answers of the questionnaire.

ANNEX 10. Career Development Policy in Finland, Country Paper for The 2nd International Symposium on Career Development and Public Policy, Vancouver, B.C., Canada March 5-6, 2001

ANNEX 11. Summary of the national evaluation of school counselling in comprehensive and secondary level education in Finland 2001 - 2002

ANNEX 12. Summary of the national guidelines for school counselling and careers education in comprehensive and secondary education.