

# OECD REVIEW OF CAREER GUIDANCE POLICIES



## FINLAND

### NATIONAL QUESTIONNAIRE

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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 |

## INTRODUCTION

### **Completing the National Questionnaire in Finland 2001 - 2002**

The Finnish Ministry of Education and the Ministry of Labour agreed on the participation for the OECD activity on policies for information, guidance and counselling services (DEELSA/ELSA/ED(2000)2) in February 2001. The first national meeting with the key stake holders took place in Helsinki on January 9., 2001. Within that meeting it was agreed that Finland would complete the national questionnaire but without the country visit. The Institute for Educational Research at Jyväskylä University was nominated to coordinate the activity on national level and Mr. Raimo Vuorinen to act as the national coordinator.

The OECD secretary delivered the national questionnaire to the participating member states on April 9., 2002. The completion of the questionnaire started in Finland in April 2001. Mr. Richard Sweet from the OECD secretary visited Finland 25.-28.4.2001. Mr. Sweet attended a meeting on April 25. with representatives of Ministry of Education, Ministry of Labour, National Board of Education, Centre for International mobility and the Finnish School Counsellor Association. This meeting agreed upon the procedure how to complete the questionnaire.

The data was collected by two methods. First, Ms. Tarja Riihimäki, Senior Adviser at the Ministry of Education would coordinated the data collection at the Ministry of Education, National Board of Education and the Centre for International Mobility, CIMO. Ms. Anneli Tallqvist, a Senior Adviser coordinated the activity within the Ministry of Labour. Additionally, the questionnaire with a cover letter in Finnish language describing the rationale of the OECD activity was sent as such also to the following stake holders in Finland on May 3., 2001:

- the Ministry of Education
- the National Board of Education
- the Ministry of Labour
- the Centre for International Mobility, CIMO
- the Ministry of Social Affairs and Health
  - the Counsellor Training Units
  - University of Joensuu
  - University of Jyväskylä
  - Jyväskylä Polytechnic, Vocational Teacher Education College
  - Hämeenlinna Polytechnic, Vocational Teacher Education College

- Faculties of Psychology
  - University of Helsinki
  - University of Joensuu
  - University of Jyväskylä
  - University of Tampere
  - University of Turku
- the Association of Finnish School Counsellors
- the Finnish Psychological Association
- TT - The Confederation of Finnish Industry and Employers
- TaT - The Economic Information Office
- Labour Market Organizations and Trade Unions
  - The Central Organization of Finnish Trade Unions SAK
  - The Finnish Confederation of Salaried Employees STTK
  - AKAVA - the Confederation of Unions for Academic Professionals in Finland
- The Association of Finnish Local and Regional Authorities
- Student Organisations
  - The National Union of Finnish Students - SYL
  - The National Union of Finnish Student Organizations in Polytechnics - SAMOK
  - Sakki ry, the Central Association of Vocational Students in Finland.
  - Union of Finnish Upper Secondary School Students

The questionnaires were returned to the Institute for Educational research by the end of June 2001. Ms. Helena Kasurinen, Senior Researcher and Mr. Raimo Vuorinen analysed the responses and made a draft of the Finnish national input for the OECD activity. In October 2001 this draft was sent back to the stake holders for a review. This draft version of the questionnaire was discussed on the third national meeting in Helsinki December 14, 2001. The revised version was sent again to the stake holders for a final review in March 2002. The final version was submitted to the OECD secretary at the end of March 2002.

In co-operation with the key stake holders there will be a dissemination seminar on the national findings in November 2002. A summary of the questionnaire will be published in Finnish language within the seminar.

## 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).*

#### ***Mainly two public providers of services in this sector***

In Finland careers information, guidance and counselling services are provided mainly by two established public service systems: student counselling within the public school system, and the information, guidance and counselling services run by the public labour administration. There is a clear division of labour between these two systems. Schools have the main responsibility for student counselling, with the guidance and counselling services of the employment offices complementing school-based services, being mainly targeted at clients outside the education and training institutions.

#### ***Education and training authorities***

The Ministry of Education is responsible for the organisation of guidance and counselling services in comprehensive and upper secondary schools and in higher education. The regulations concerning the educational environments and system are drawn up by the Ministry of Education. The National Board of Education is responsible for the establishment of national curriculum guidelines for the different school subjects, including rules for guidance and counselling in comprehensive and upper secondary schools. Because education has been decentralised, the organisations maintaining educational institutions, usually municipalities, share the responsibility for providing educational services, including making decisions about the amount of resources to be allocated for delivering guidance and counselling services at schools. In 2002 the National Board of Education began a reform of curriculum guidelines for comprehensive and upper secondary general education. The aim is to prescribe and guarantee in more detail the minimum level of guidance services that should be available within these educational settings. In other words, the trend is towards a more centralised approach to educational and guidance policy. (See also Section 2.3.) In higher education, the AMK institutions (polytechnics) and universities are themselves responsible for their careers services.

### ***Labour administration***

The vocational guidance and career planning services offered by the employment offices of the Finnish labour administration are a part of labour services, divided into employment services (for job-seeking clients and labour-seeking employers) and "vocational development services". The second type of services includes, among other things, vocational guidance and career planning, educational and vocational information services and vocational rehabilitation. That is, the labour services offered at employment offices comprise a broad range of services delivering for various categories of individual client, job seekers being the main target group.

Employment services for job seekers in the proper sense of the word have not traditionally been included in the concept of "guidance services" as it is understood in the Finnish labour administration. In recent years, job-seeking services for, for example, unemployed job seekers have developed towards more guidance, requiring more demanding forms of individual customer service or services in groups.

The most important reason seems to be the growing number of adult-clients. In 2001 the amount of adults (25 years or older) was 62%. Moreover, it seems that the amount of oldest clients (over 40 years) is growing at the same rate as the amount of youngest clients is declining. The situation of older clients is often more demanding because of health problems, long term unemployment, poor or out-of-date education and situation in the labour market.

Another reason for the growing need of guidance can be found from the overall development of working life: the qualifications for jobs are more demanding, the need for life-long learning, rapidly changing working life where it is hard to find own paths with the old maps and the fact, that nowadays there is a growing demand for multiprofessional joint work (labour-, education-, social- and health sectors) in order to help the clients.

As for the customer services offered as a part of labour services, no explicit definition of which services should be referred to as "guidance or counselling" has ever been made. Even if psychologists are the only professional group among the various types of official running guidance services to have qualification requirements, all officials working in customer service have to pass an internal staff training course which familiarises them with customer work.

The public labour administration has a three-tier organisation. The central Ministry of Labour is responsible for establishing the political guidelines and strategic goals making up the national labour market policy and for seeing to it that these guidelines are adhered to. The implementation of the labour market policy is monitored by the administrative regional labour-market departments (15) which supervise and monitor the local employment offices (180).

The main objectives of the labour services (and labour market measures) are promoting the functioning of the labour market and the employment and integration of immigrants and preventing unemployment and exclusion from the labour market. In the context of labour market policy, the promotion of skills development and lifelong learning is an important policy guideline.

### ***The role of the public health and social services sector***

The Ministry for Social Affairs and Health is responsible for guaranteeing a minimum standard of living and social and health care by producing sufficient social and health services for all citizens. These services include information, counselling and advising services delivered mainly within the health and social welfare sector. Especially with certain special groups, such as the handicapped, people with mental problems or drugs abusers, these services are of great importance and a precondition of the clients' career

development. The purpose of educational advice and family counselling centres is to support and promote the positive development of children and families. The work of the personnel in these centres includes counselling and advising, and the target groups are parents and families. The need for health education is increasing as is the need to counsel people in life management skills and daily survival. More information on these issues is available at <http://www.vn.fi/stm> and <http://www.stakes.fi/>.

### ***The advancing internationalisation of services as a part of careers development***

*CIMO*: The Centre for International Mobility CIMO acts as the National Resource Centre for Vocational Guidance (NRCVG) in Finland, that is, as a Euroguidance Centre, a part of a network of such centres in Europe. CIMO is an expert and service organisation under the Finnish Ministry of Education that promotes the internationalisation of Finnish society, focusing on education and training, work and young people. CIMO gathers, processes and disseminates information and coordinates, at national level, international education and training programmes such as Socrates, Leonardo da Vinci exchanges and placements, Tempus, the EU Youth Programme and Culture 2000. CIMO is the host organisation for the youth information network Eurodesk. CIMO also supports the university-level teaching of Finnish language and culture throughout the world.

Additionally, the main aim of the Euroguidance activity in Finland is to meet the information and in-service training needs of guidance counsellors from both education and the employment administration in dealing with clients who are interested in studying and training opportunities abroad

(ANNEX 1. Source: Guidance and Counselling in Finland. Best Practices and Current Policy Issues. The National Board of Education, 46-47,50.) The private sector offers outplacement, career counselling and job-seeking services. Their services are available also over the Internet, for instance at <http://www.jobline.fi>, <http://www.stepstone.fi> and <http://www.careerstorm.com>.

### ***Overlapping or integrated services***

In the educational sector students are delivered for by a fairly comprehensive student counselling system, receiving their basic guidance services within the educational system. In such cases, the guideline for guidance services offered by the labour administration has in recent years been twofold, emphasising on the one hand the division of labour between these guidance systems while on the other hand stressing that students standing at the crossroads between studies and working life must be given the guidance service that they need to support their career development.

Some overlapping exists in information services between employment offices and schools: The educational and vocational information services of employment offices are targeted at all citizens, including students, who need information or advice on education and training or on options available on the labour market when making decisions about their future education, training and work. The information provided at the employment office covers both all nationally available openings and study opportunities abroad. The data supplied through computer systems are usually more comprehensive than those to be had at schools. The educational advisers working in employment offices have good knowledge of this field of information, being specially trained for the task. Employment offices co-operate with educational institutions on the provision of information, supporting student counsellors in their work and marketing the education and training offered by the institutions to their own customers.

The primary duty of the Ministry of Labour is, similarly, to produce, collect and disseminate both vocational and labour-market information and information about education and training opportunities to support their clients' vocational and educational choices and the guidance services in general. In

accordance with the guidelines for the training and vocational information service, the emphasis is on a comprehensive provision of training and guidance information for all clients planning to take up vocational training. For more than a decade, educational and vocational information systems have been developed for use within the guidance services and by the clients themselves.

## 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.**

### *Key objectives and legislative basis of programmes and services within the education and training sector*

In the educational sector, the main policy guidelines and key development targets for the near future are laid down in the Government's development plan for education and research for 1999-2004 (<http://www.minedu.fi/julkaisut/KESU2004/eng/engKESU.html>). Additionally, the right of students to be provided with guidance and counselling services is prescribed in regulations on the work of comprehensive, upper secondary and vocational schools. The goal of the guidance and counselling services is to help individuals make choices concerning their education, training and career plans in different stages of their lives.

According to the education and research development plan, in higher education the objective is that teaching, guidance and advisory services will be developed with a view to promoting individual learning. Students will be supported in the completion of their studies. The aim is more in-depth learning and shorter graduation times. The Polytechnics Act lays down that polytechnics are responsible for the quality and continuing development of the education they provide and the other activities they organise and that they must participate in periodic quality evaluations conducted by an external body. The delivery of guidance and counselling services varies in different institutions. In Finland the guidance and counselling services provided in higher education in Finland were evaluated in 2001. (ANNEX 4. Summary of the national evaluation of careers services in higher education in Finland in 2000-2001.)

Finnish legislation governing guidance and counselling at schools establishes guidelines for the school counselling system. The Basic Education Act (628/1998, §11) states that every pupil must be provided with adequate counselling services (§30). Counselling services in vocational schools (630/1998, §29) and upper secondary general education (629/1998, §7, §22) are similarly prescribed by law. The Council of State decides on educational objectives, qualification requirements and compulsory courses. The Ministry of Education defines the scope of qualification requirements more precisely. The National Board of Education draws up the curriculum, which gives more comprehensive instructions for delivering education and counselling in different school settings. Within this context school counselling includes careers education and individual counselling.

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

### ***Key service policy objectives in the labour administration***

The main goals of national policies for the information, guidance and counselling services offered by the labour administration are defined within the broader framework of

1. long-term strategic labour-market policy goals and
2. the goals set for the implementation of these policies on an yearly basis. This takes place through management-by-results negotiations conducted between the Ministry of Labour and the regional and local labour administration bodies.
3. the explicit goals and main principles of information, guidance and counselling services are stated in the legislation regulating labour market services.

The general goals (1) and (2) do not usually include explicitly formulated policy goals for information, guidance and counselling services. For example, the strategic goals of the Ministry of Labour for the period 2001-2003 are as follows:

1. ensuring the availability of labour;
2. supporting demand for labour;
3. intensifying and expanding activities intended to upgrade the skills and improve the well-being of the working population;
4. reinforcing activities intended to promote participation in working life and prevent exclusion from the labour market.

As required by the basic strategic labour market policy goals, the aims guiding the *implementation of* labour market policies are defined yearly, following the system of management by results, through negotiations between the ministry, the regional labour market departments and the local employment offices. The Ministry of Labour negotiates with the employment and economic development centres annually about goals and resources and evaluates whether the targets have been reached. The labour market departments of the employment and economic development centres conduct similar negotiations with the employment offices. Result-based salaries are also available as a method of management by results in the labour administration.

### ***The legislative basis for public labour market services***

The legislation on labour market services (the Employment Services Act (1005/1993 and the Employment Services Decree (1251/1993) provide detailed instructions concerning the purposes and principles underpinning the information, guidance and counselling services offered by the employment offices. As an example, below are a number of paragraphs from the Employment Services Act:

### *Section 1*

In order to promote the functioning of the labour market, the State shall arrange and promote employment services to support the vocational development and placement of private individuals (individual clients) as well as to ensure employers a supply of labour (employer clients).

### *Section 3*

Employment services as referred to in this Act shall include labour-exchange services, vocational guidance, labour market training as well as training and educational and vocational information services and vocational rehabilitation. When arranging employment services, the requirements of the international mobility of the labour force and of the promotion of equality between the sexes on the labour market shall also be taken into consideration.

### *Section 4*

Employment services shall be arranged so that they are based on the needs and free choice of the client and both help private individuals to find employment and enhance their qualifications to stay on the free labour market and ensure that employers will have a supply of labour and access to personal development facilities.

### *Section 7*

Vocational guidance is intended to assist the individual both in solving issues relating to their career choice and vocational development and in finding work. This service shall be provided paying attention both to the personal qualifications of the person receiving guidance and the opportunities offered by different fields of work and training.

### *Section 9*

Educational and vocational guidance services are intended to promote appropriate enrolment in training and placement in different vocational fields by supplying information not only on training opportunities and the contents of work tasks and occupations but also on the labour market.

### *Section 10*

Vocational rehabilitation is intended to promote the vocational planning and placement of the disabled as well as their ability to hold to their jobs.

### *Section 17*

The employment authorities, social and health authorities and educational authorities shall co-operate with each other on arranging employment services and on implementing the relevant measures.

The educational authorities shall, in co-operation with the employment authorities, be responsible for services relating to the vocational guidance of students and their search for a job.

### ***Comparing service policies on the labour market and in the educational sector***

The differences between the information, guidance and counselling services provided by the labour administration and by the education and training system reflect these broader policy goals. Labour market and educational policies have also many common goals. Human resources development and labour force development are one example, as are the common goals of supporting individuals' career development, skills development, employability and lifelong learning.

### ***Co-operation on service policy recommendations***

The education and labour administrations have co-operated to develop guidance and counselling services delivering for young people who are either in education or in transition from school to work. A national committee charged with this task (Working Party on Collaboration on Schools, 1998 - 2001) set its work the following objectives:

- promoting regional and local co-operation and the flow of information between school counsellors and employment office staff;
- developing co-operation among school counsellors serving different levels of the educational system and between school counsellors and employment office staff on delivering guidance and counselling services for young people entering education or working life;
- developing careers and recruitment services in vocational schools and polytechnics and enhancing co-operation between these educational settings and local employment offices.
- promoting activities intended to prevent the social exclusion of young people who, having finished their compulsory education, have dropped out of the educational system or working life;
- disseminating the good practices developed by ESF and Leonardo da Vinci projects;
- promoting the development of information materials, information technology and virtual environments and the evaluation of developmental needs.

### ***Legislative basis of CIMO***

The Centre for International Mobility (CIMO) Act (passed by the Finnish Parliament on 1 February 1991) stipulates in its Article 1 that "to promote the exchange of students, trainees and other people between Finland and other countries, there shall be a Centre for International Mobility which shall operate under the Ministry of Education". According to Article 2, CIMO has the following tasks:

1. to attend to the planning and organisation of international mobility;
2. to provide guidance and counselling in matters concerning international mobility;
3. to award grants and scholarships supporting international mobility; and
4. to perform any other tasks assigned to it.

As the Finnish Euroguidance Centre CIMO is co-financed nationally by the Ministry of Education and the Ministry of Labour. In addition, there is financial support from the EU's Leonardo da Vinci programme. The conditions and guidelines for co-operation with the labour administration are laid down in an annual agreement between the Ministry of Labour and CIMO. In addition, the Euroguidance Centre has an internal performance agreement (goals, results and resources) for each calendar year with the CIMO Directorate. The Ministry of Education may assign the Centre to carry out surveys and experiments and monitoring and planning tasks.

The Finnish government stresses in its future strategies the importance of lifelong learning and maintaining the working capability of citizens. The Ministry of Social Affairs and Health has supported projects intended to improve the working capability of the working-age population. As regards the prevention of social problems, co-operation between officials from different agencies is emphasised. Municipalities can organise sheltered work for people with disabilities unable to find work on the open labour market or with the help of employment officials.

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

#### *Challenges facing national decentralised educational policies*

The current educational administration is highly decentralised. Student guidance services are supported as a part of the school system, which in turn is funded partly by the Ministry of Education and partly by the municipalities; its operations are based on national curriculum guidelines drawn up by the National Board of Education. However, the municipalities can decide how they allocate funding for education and local guidance services. The level of funding varies in different parts of the country. The following tables indicate the ratios of counsellor (N = 1040) to students in 1997 within comprehensive and secondary level education and in AMK-institutes (Lairio & Puukari 1997). The overall average ratio was 272 students for one counsellor (s = 167), for the full-time counsellors the average student ratio was 304 and part-time counsellors the ratio was 236.

Educational institute	Average student ratio/counsellor	% of Counsellors with less than 99 students	% of Counsellors with more than 400 students
Comprehensive school	239 (s = 90)	8	3
Upper secondary education	239 (s = 129)	12	12

Educational institute	Average student ratio/counsellor	% of Counsellors with less than 99 students	% of Counsellors with more than 700 students
Secondary level vocational education	297 (s = 221)	16	16
Polytechnics	425 (s = 304)	3	15

Additionally, there have been radical cuts in local funding for health care services in educational settings.

During 2001 almost 300 000 Finns moved from one part of the country to another, mainly to southern Finland or major university cities. This has had a very strong impact on access to career services. The rural areas find it difficult to provide equal educational opportunities and minimum career services because of a lack of funding and qualified staff. On the other hand, in southern Finland, demand for vocational training and career services has increased dramatically.

### ***Changes in the labour market and working life reflected in the challenges facing service provision***

The internal goals of the labour administration and the current major labour policy goals involve mainly reducing the high long-term unemployment rate and preventing exclusion. Among current challenges present in the operational environment of the labour administration are checking the increase in early retirement in the workforce raising the employment rate and maintaining the work skills and working capability of the working populations. Thus, there is a need for developing more services delivering for people in employment. Another important current goal is to guarantee the supply of labour, particularly in the economic growth sectors, that is, the expanding IT industry. Due to changes in society, jobs are less secure than they used to be. Atypical work contracts, job-swapping and vocational retraining are characteristic features of Finnish society today.

The changed information and guidance needs of clients directly affect the day-to-day work of careers counsellors. Thus, there is a need for new modes of service: career and recruitment services at educational institutions, international research on guidance and counselling, postgraduate studies of guidance and counselling, and WWW-based guidance and counselling services.

### ***Challenges linked with education and training***

The single biggest education-related influence shaping the national policies that underpin information, guidance and counselling services in Finland is the adoption of policy of lifelong learning. Every Finn should have at least upper secondary school or vocational qualifications. Additionally, the number of students in higher education will be increased. According to the Government's 1994-2002 development plan for education and research, by 2004 polytechnics (AMK institutions) should have an annual enrolment of 25 000 and universities one of 19 000. This would mean that 65 – 70 per cent of students within the 19 – 21 age cohort would have an opportunity to enter higher education. Emphasis should be placed also on the completion of studies. Today's labour market needs more highly qualified people. Because of this, more attention should be paid to information, guidance and counselling services.

Individual and interdisciplinary study programmes will become more common in the future, which will increase the need to construct more individualised study programmes. Consequently, clients will need all the information and guidance available if they are to benefit fully from the new educational and training opportunities. At the level of educational institutions there will be a need for resources with which to meet the growing need.

### ***Groups with special needs***

There is a small degree of overlap between the vocational rehabilitation services and the guidance provided by the employment office for disabled clients or clients with health impairment and the guidance services offered by rehabilitation institutions. These institutions specialise in rehabilitation and health services aimed at clients with health problems or disabilities that affect their career development. In general, the provision of rehabilitation is the responsibility of the National Social Insurance Institution, but the

municipalities also have some duties in this area, for instance that of providing daily care and access to education, including transport to school and the services of a special needs assistant.

All immigrants residing permanently in Finland are entitled to the same services at schools and employment offices as Finnish citizens. The biggest employment offices have international employment consultants who specialise in serving migrants. Although immigrants and ethnic minorities form a relatively small group in Finland, guidance counsellors' initial and in-service training is designed to meet also the need to train guidance and counselling personnel to serve these minorities.

Within municipalities, a systematic co-operation network has been developed in recent years linking the employment offices' labour services for, for example, long-term unemployed job seekers and the local social services. These partners are required by law to co-operate with the client on drawing up individual activation plans intended to help the client to secure a job on the open labour market. As a part of these activation plans, the municipalities are required to provide the client, when considered appropriate, with rehabilitative work for a certain period of time. The same partners also co-operate on the vocational rehabilitation of job seekers or of clients in need of retraining.

### ***Challenges of globalisation***

Along with the new Finnish educational policy guidelines, reforms of the educational system and changes in the labour market, have led to a considerable increase in the need for educational and vocational guidance in all social groups. The rapid internationalisation of Finnish education and working life has also demanded a great deal of flexibility from guidance and counselling providers if they are to be able to meet the changing needs of their clients. The changes in the educational system, society and working life have meant a growing need for initial and in-service training for counsellors. Their systematic in-service training began in 2001.

(ANNEX 1. Source: Guidance and Counselling in Finland. Best Practices and Current Policy Issues. National Board of Education, 46-47,50.)

CIMO: See pages 24-25 on Challenges to Guidance and Counselling and Current Projects in the booklet *Educational and Vocational Guidance in Finland* (ANNEX 2).

## **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?**

### ***Current issues in the educational sector***

Some of the most important issues facing policy makers are the longer transitions from upper secondary to higher education and the longer completion times for study programmes. This is due partly to part-time work, partly to a lack of adequate career services. The transition from education to work is getting longer. Moreover, training facilities are not where students actually live. There is more and more demand for training opportunities in southern Finland. In part, this is less a national guidance issue than a local social problem. The decentralisation of the educational sector may endanger students' equal access to guidance and counselling services when they need them. Municipalities suffering from economic depression may be tempted to reduce the resources of the educational sector. One of the current issues involved in the delivery and management of the guidance and counselling services so as to serve all citizens is whether the services are adequate, that is, whether there is a balance between demand and supply. In the future the increasing

amount of services delivered by the private sector will raise new questions, such as those concerning fees and information security questions.

There is a growing need in Finland for career services delivering for people in danger of social exclusion. The institutional services do not meet this new type of demand. The issue must be discussed also at national level. The aim is that every comprehensive-school leaver will be offered a further education place. In this situation, the current 10-per-cent dropping-out rate from secondary education is regarded as a serious problem. In the near future many adults will be retiring from the labour market. One challenge here is the level of key qualifications among adults. There is a growing need for career guidance services for adults. One national goal is to raise the adult employment rate. In all, among the current issues is that of improving the availability of information, guidance and counselling services. Improvements have been accomplished by developing open Internet-based information systems (Koulutusnetti, Opintoluotsi, AIKO. See ANNEXes 3 and 5).

### ***Internationalisation***

The flows of internationally mobile people (such as students, trainees, young people, teachers, experts, researchers) to and from Finland have increased rapidly since the establishment of CIMO and since Finland joined the EEA, and subsequently the European Union in 1995. This has generated new and growing demands for the provision of updated, high-quality information, guidance and counselling services covering mobility-related issues, including legislation and the legal framework for mobility.

### ***Current issues in labour administration***

The main issue confronting policy makers, defined as the management of the labour administration, is how the employment services as a whole should be developed to better serve such strategic labour market policy objectives as raising the training, education and skills level of the labour force and ensuring the availability of skilled labour. Among the more specific issues involving information, guidance and counselling services delivery is, for example, the question of what is the best, that is the most effective mixture of types of service, offering the best balance between self-service and individual counselling. This concern also raises the question of staff resources, staff training, service quality and the need to develop self-service systems. Another current problem is how the good practices and approach of guidance services could be extended to promote employment services, labour-market training and unemployment programmes and so on in general.

### ***Social and health service issues***

In the field of social welfare and health care administration there are two projects as examples of recent initiatives. The National Social Insurance Institution, working in co-operation with the educational, youth, labour, social and health services administrations, is organising a project intended to provide young people at risk of social exclusion with pre-rehabilitation services. The project targets 15 – 17-year-olds who have dropped out of comprehensive or vocational school. The other project requires municipalities and employment offices to co-operate with long-term unemployed people. The aim is to design an action plan which might include rehabilitative work for each unemployed person who takes part in the project. All unemployed people in a municipality who are under 25 are obliged to take part in the project, while for unemployed people over 25 participation is voluntary.

**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:*

**1. Government reports that have recommended new approaches or new priorities.**

***Lifelong learning – lifelong guidance***

Lifelong learning linked with lifelong counselling are concepts which increase the need for guidance and counselling services in all sectors of society (the OPEPRO project and a project on evaluating teacher education at universities).

The guidance and counselling services evaluation projects in different educational settings organised by the National Board of Education imply that there is a need to develop and improve the quality of these services.

Developing the service process for job seekers, including, among other things, job-seeking plans, skills and competence surveys. Co-operation between all labour services, including guidance, is needed to achieve the goals. Teamwork is also seen as an effective working method.

As a result of a decision taken by the Finnish Ministry of Education in 1996, the responsibility for what are known as Euroguidance activities in Finland was placed on the Centre for International Mobility, CIMO. These activities have been supported by the European Commission since 1992-93 under the PETRA programme, and subsequently under the first and second phase of the Leonardo da Vinci programme. Since 1996 the needs related to questions of international mobility of the guidance and counselling community in Finland and of other Euroguidance centres in Europe have been served by CIMO. CIMO continues as the host organisation for the Euroguidance activity in Finland within the framework of Leonardo da Vinci II through 2000-2006. The tasks of the Euroguidance centres have been specified by the European Commission. (ANNEX 2, page 23.)

**2 New methods and philosophies of providing services: for example within the context of lifelong learning**

Developing service products, that is, defining the products clearly for our customers and service providers as an aspect of developing service quality. Defining and measuring service standards and using client feedback surveys as follow-ups. More self-service, use of the Internet, and computer systems in providing services. Continuously developed as a part of basic service-policy strategy.

**3 New or proposed legislation or regulations**

***Educational sector***

A reform of legislation governing basic upper secondary (general upper secondary and vocational) and adult education was launched with the coming into force of the relevant legislation on January 1st, 1999.

The new act stipulates inter-institutional co-operation. Students have the right to transfer credits from different institutions as long as the objectives and contents of the courses and programmes meet the requirements of the core curriculum. The right to take courses at different educational institutions and the right to transfer credits earned elsewhere create a demand for career counselling services. Guidance counsellors need to be aware of the objectives and programmes of all the educational institutions in their area in order to be able to support the student in the construction of a unique individualised study programme.

In August 1999 schools were given more freedom to arrange a 10th transitional year for students (about 11 %) who will not enter upper secondary education after completing their nine-year compulsory comprehensive education. These students have failed to be admitted to study their first further education option or they are uncertain about their future plans or at risk of social exclusion. (See ANNEX 1, pages 42-43.)

Upper secondary vocational education was to undergo a thorough reform by the end of 2001. Among the main features are the development of three-year programmes in all fields and the incorporation of on-the-job learning and demonstration examinations into basic vocational qualifications. The main objective is to ensure that regardless of how they have been completed, the formal qualifications acquired will be identical. On-the-job learning is guided, focused and assessed training based on educational objectives defined in the curriculum. Training instructions are designed and implemented in co-operation between educational institutions and employers. The Finnish system of vocational education and training is moving towards a combination of instruction delivered in vocational institutions supplemented by instruction given at workplaces.

There will be a great need for educational guidance to implement this reform.

The Finnish National Board of Education has started a project (TONET) that has the twin aim of developing workplace counselling and organising work-based practice at workplaces (see <http://www.edu.fi/tonet/eng/index.html>).

A career services programme was launched in vocational schools and polytechnics in co-operation with employment offices in 1996. The aim of the project is to help students with entering the labour market or seeking further training. The career services system will eventually be available in all vocational schools and polytechnics. Polytechnics have hired new personnel to oversee career services. Employment offices will designate one of their staff to coordinate career services with educational institutions. There will be close co-operation between educational institutions and employment offices.

(Source: *Guidance and Counselling in Finland. Best Practices and Current Policy Issues*. The National Board of Education, 40-44. ANNEX 1.)

### ***Labour administration***

The Act on Rehabilitative Work introduces new measures to help the long-term unemployed as of September 1st 2001. This requires employment offices and municipal social workers, eventually also training institutions and so on, to co-operate on service provision. Drawing up integration plans for immigrants demands co-operation between the employment office and other local services.

#### **4 New or upgraded services or the down-sizing or elimination of existing services**

*Labour administration:* For unemployed job seekers: the use of outside purchased (outsourced) placement services to promote their employment. A new experimental scheme to use purchased services is being introduced from the beginning of 2002. However, guidance services in a traditional sense are specifically excluded from the experiment. The labour administration will buy the services from any private or public service providers producing results that meet certain basic criteria.

#### **5 Changed priorities for access to services**

#### **6 Changed responsibilities between agencies for the provision of services**

The role of the social welfare authorities and the labour administration in promoting employment for, for example, long-term unemployed clients. It is expected that the social welfare authorities will be given more duties relating to the provision of services and required to co-operate more with other authorities.

#### **7 New education and training requirements for staff.**

Staff training is continuously being developed and expanded, especially in connection with developing the job seekers' service process.

More training programmes, providing both initial and in-service training, for school counsellors (e.g. work-based training programmes) to remedy the lack of qualified practitioners in the field.

#### **8 Initiatives to engage citizens in the planning and delivery of services**

#### **9 Initiatives to raise public awareness and use of services**

See above: Developing service products, that is, defining the products clearly for our customers and service providers as an aspect of developing service quality.

#### **10 Changes in the involvement of the private sector**

The services provided by the private sector vary, focusing mostly on the counselling of adult clients. The private sector has made a minimal contribution to counselling services.

#### **11 Technological developments that have made a real difference to the ways in which services are delivered and/or accessed**

The Internet, computer-based tests, electronic services in general. The challenge of the future will be to ensure that all citizens are sufficiently computer literate to take advantage of the new services. One solution might be to include advising and counselling adult clients in computer and Internet use in the duties of information officers working in libraries.

### 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.**

See Section 2.2 above for details on the relevant legislation.

Legislation is the main instrument for steering guidance services; its role is very important since it guarantees both the provision of guidance services within the labour administration and the main co-operation activities with other public agencies and service providers. The legislation also establishes the main guidelines for guidance services, the rights of clients regarding access to services and the more precise demands on the administration concerning the provision of providing these services. The National Board of Education is responsible for national curriculum guidelines in different school subjects, including guidance and counselling in comprehensive and upper secondary education. The individual educational institutions design their own curricula, which are tools of local educational policies.

The Finnish Association of Student Counsellors considers that legislation should pay attention to student's equal access to counselling services and the importance of these services. Qualification requirements have been set only for counselling staff working in comprehensive and secondary education establishments. There are no statutory qualification standards covering counselling in higher education institutions.

In general, there has been an attempt in Finnish society to replace legislation-driven with information-driven advising. Decentralisation has underlined the autonomy and responsibility of municipalities and education providers. There are no detailed general regulations concerning the quality of the services, but there are laws and regulations defining service quality in certain cases. (See the sections above.)

**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.*

#### ***Educational sector***

The content and scope of the educational and counselling services provided in comprehensive schools, upper secondary education and vocational schools are stipulated in laws and regulations, which also define students' rights and the qualifications required of guidance personnel.

The National Board of Education and the employment offices under the authority of the Ministry of Labour also offer services for special groups besides those delivered for all citizens. The legislation defining the qualification requirements of student counsellors and vocational psychologists is one way to control the quality of the services. The state funds new Internet-based services, and counsellors' in-service training is delivered by the Ministry of Labour and the National Board of Education.

The National Board of Education is at present evaluating counselling services provided in comprehensive and upper secondary education. Counselling in higher education was evaluated by the Finnish Higher Education Evaluation Council in 2000-2001. The results of these evaluation projects can be used in counsellor education and in-service training and in developing counselling services in different school settings.

According to the Finnish Association of Student Counsellors, one essential problem affecting the quality of counselling services in the educational sector is the fact that the number of students per one counsellor is not defined by law.

### ***Labour administration***

The system of management by results is the main instrument used for steering labour market services. Specific goals for information, guidance and counselling services are, however, seldom included in the main objectives negotiated between the Ministry of Labour and the regional and local labour administration bodies. The goals have been mainly numeric, i.e. volume –goals. The problems are that the volume of guidance services is much less compared to employment services and volumes do not tell much about the results per se. On the contrary, there has been much discussion that it is rather the quality of the services that should be measured, but there exist no widely approved method how to assess the quality or how to show, that an outcome in the future is due to counselling several months ago.

Instead, such methods as local, regional and national projects for developing the quality of guidance services may be used as steering instruments. The main specific instruments for monitoring information, guidance and counselling services are staff training, participation in national projects and working groups, regional and national meetings and negotiations with guidance personnel.

The Ministry of Social Affairs and Health is using management by outcomes to define how the municipalities shall produce services in this sector. The aim of research and development projects is to create regional and local services and new good practices in the delivery of these services. For an authentic example of their quality recommendations see *National Framework for High Quality Care and Services for Older People*, the Ministry of Social Affairs and Health, Handbooks 2001:6 (available at <http://www.stm.fi/suomi/haku/haku01fr.htm>).

**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 sector***

General guidelines for the guidance and counselling services delivered in the educational sector are established by the Ministry of Education, but municipalities and other education providers are the executive organs. The Parliament and the Ministry of Education decide together about educational legislation and the general educational policy goals. The Ministry of Education supervises publicly funded education. It prepares the legislation, decisions and sections of the budget dealing with the educational sector. The National Board of Education is responsible for the national curriculum guidelines within which education providers draw up local curricula for different educational settings. The curricula designed by the National Board of Education contain instructions for organising and delivering guidance and counselling services in comprehensive schools, upper secondary schools and vocational schools.

In Finland, education may be provided by municipalities, federations of municipalities or private associations. Municipalities are legally obliged to organise basic education for all school-age-children living within their boundaries. Municipalities and federations of municipalities maintain the main part of basic and upper secondary education (comprehensive, upper secondary and vocational schools). Basic and upper secondary education are managed as stipulated in municipal administrative and service regulations. Education providers receive a state grant; in practice, it is they who are responsible for the education delivered by educational institutions. Municipalities can decide how much money they allocate for counselling services in the educational sector.

In higher education, management by objectives and results constitutes the most important tool used by the Ministry of Education to steer the operations of the polytechnics.

***Labour administration:***

Within the public labour administration, government regulation, funding and provision of guidance services are closely tied up with the same body, whose central, regional and local agencies all have their own responsibilities.

***CIMO:***

As the Finnish Euroguidance Centre Cimo is co-financed nationally by the Ministry of Education and the Ministry of Labour. In addition, there is financial support from the EU's Leonardo da Vinci programme. The conditions and guidelines for its co-operation with the labour administration are laid down in an annual agreement concluded between the Ministry of Labour and CIMO. In addition, the Euroguidance Centre has an internal agreement about performance (goals, results and resources) for each calendar year with the Directorate of CIMO. The main aim of Euroguidance activity in Finland is to meet the information and in-service training needs of guidance counsellors representing both the educational and the labour administration related to dealing with clients who are interested in studying and training opportunities abroad.

### *Clients with special needs:*

The Ministry of Social Affairs and Health is responsible for the funding of the social welfare sector and for legislation relating to it. This includes general information, advice and counselling services for clients with special needs. Large social and health services agencies have special units producing information and counselling services. In small agencies these services are delegated to individual officials.

**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?**

### *Mechanisms:*

The main mechanisms for co-ordinating guidance services have been developed between the labour and educational authorities (the Ministries of Labour and Education) at central, regional and local level. The rationale behind their co-operation is that these authorities have many clients in common, or schools, for example, might refer some of their students to the guidance and information services of the employment offices. Former student counselling clients in transition from school to work might become clients of the employment offices. Whenever possible, employment office services targeted at students are arranged in co-operation with educational institutions in the region.

The mechanisms on which co-operation between labour and educational authorities is based and the scope of their co-operation vary locally and regionally. At local level it can involve employment officials and school student counsellors agreeing on co-operation and how to go about it: when will students be referred to vocational guidance psychologists, what kind of consultation and services will be provided and when, and so on. Often both schools and employment offices appoint contact persons to coordinate not only guidance co-operation but also co-operation in the field between guidance and recruitment services.

Using employment offices' educational and vocational information services in student counselling at schools is an important form of co-operation. Educational advisors make arrangements with local student counsellors for distributing information materials and organising information sessions at schools and for sending students on study visits to employment offices.

Employment offices' job exchange services and information sessions for young people become relevant at the point when young vocational-school leavers start looking for their first jobs. The careers service centres of vocational schools and polytechnics are an important link between schools and employment offices helping school leavers and graduates to enter the labour market. The main responsibility for these activities falls on schools, but employment offices also play a role in this co-operation. There is similar co-operation between universities' careers service centres and employment offices.

### *National and regional working groups*

At national level, the issues concerning co-operation between student counselling services for young people and employment services are dealt with in a special working group for school co-operation established by the Ministry of Labour. When needed it makes education and labour authorities proposals about the organisation of guidance and counselling services for young people, about issues concerning education, training and the employment of young people in general, and about the development of

information materials on education, training and working life to support guidance and counselling activities.

In some regions there are regional working groups of the same type focussing on guidance co-operation between regional educational and labour authorities.

CIMO promotes the internationalisation of Finnish society, with education and training, work and young people as its special focus. CIMO belongs to the Euroguidance network (National Resource Centres for Vocational Guidance (NRCVG) operating in the EU, EEA and CEE countries.

CIMO co-operates closely with both the Ministries of Education and Labour, for example on offering further training, guidance and tools for guidance counsellors working in education and labour administration with questions concerning internationalisation of education, training and work. At national level the Euroguidance Centre's co-operation network covers organisations providing guidance and counselling services in the educational and labour administrations and the guidance experts employed in them, such as school counsellors, teachers, vocational guidance psychologists, Euro advisers, educational advisers and people working at careers service centres in universities and polytechnics and trainers of vocational and educational guidance counsellors.

A National Advisory Group (NAG) was set up on CIMO's initiative. It has been co-operating closely with the CIMO's Euroguidance team since 1999. The NAG brings together the national authorities and other key players in the field of guidance and counselling, ensures coordination and seeks to create and exploit synergies among the different actors operating in the field.

The NAG has a consultative role in the operation of the Euroguidance Centre. The NAG membership consists of the director of the Finnish Leonardo National Agency, the president of the Finnish Association of Guidance Counsellors, the head of the Finnish NARIC office, experts representing the Finnish higher education institutions responsible for the initial training of guidance counsellors (the Universities of Joensuu and Jyväskylä and Jyväskylä and Hämeenlinna Vocational Teacher Training Colleges), experts from the Ministry of Education, the Ministry of Labour, the National Board of Education and the staff of the Euroguidance Centre Finland.

The NAG of the Finnish Euroguidance Centre has been charged with the following tasks:

1. promoting the development of Euroguidance activity in Finland;
2. monitoring its impact and efficiency/performance;
3. submitting initiatives and proposals to the European Commission for its further development.

The Finnish Association of Student Counsellors is cooperating with 40 different stakeholders; the most important partners are the Ministry of Education, the National Board of Education, the Ministry of Labour, counsellor training units, student organisations, and trade unions. Co-operation methods vary from one locality and region to another, but networking opportunities have been created. International co-operation has been increasing in the last few years.

#### ***A WWW-Based Resource Centre for Practitioners:***

Asiantuntijaluotsi (Expert Pilot) is a facility enabling co-operation between the producers of different guidance and counselling services. The professional front end of the Opintoluotsi (Student Pilot) service at

<http://www.asiantuntijaluotsi.net> was launched on 28 May 2001. The basic idea behind this professional front end is to create a personal web-based desktop for guidance practitioners by using the interactive features of Internet technology. (See section 6.5.)

ANNEX 6. Kajaani Polytechnic is a case study of a policy instrument for steering institutional career services. The polytechnic has worked for the past eight years towards integrating overall institutional strategic development and guidance practice. An ongoing institutional evaluation process is carried out by using the Balanced Score Card (BSC) approach.

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

When the service providers belong to different organisations, this is a barrier per se. At national level different ministries might apply management by results with slightly different emphases. A key issue here is whether there are jointly funded activities or how to decide which body will be responsible for specific activities. It is difficult to keep up free networking without legislative regulations or management support. Some of the parties involved and some counsellors are not used to independent networking, and their organisations and superiors do not always lend such work enough support or give it any very high priority.

In the educational sector networking has progressed thanks to resources allocated to different projects (e.g. ESF projects, development projects in polytechnics). However, there have been difficulties with launching the projects because there have been no resources for the planning phase of large projects. There is also the additional problem that there are no resources allocated for developing counselling services for young people. This limits further increases in co-operation in this field.

According to the Finnish Association of Student Counsellors, the lack of time and of a common language restricts the potential scope of networking both at national and international level. Nevertheless, there is a great deal of willingness to co-operate in the field of counselling in Finland. The potential generated by ICT facilities contributes to an increase in co-operation.

## 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 employer organisations play no direct role in regulating or funding the information, guidance and counselling services they do produce information materials and organise campaigns of their own targeted at, for example, schools and students. However, the social partners are represented in national, regional and local advisory bodies, concerned mainly with the main labour market policy and with employment issues in general (national and regional level) or unemployment security (local level). Their discussions very rarely focus on issues linked with information, guidance and counselling services.

Where the production of information materials supporting vocational guidance is concerned, there is some national-level networking and some participation in joint working groups between the central employer organisations (the TaT or the Economic Information Office and the TT or the Confederation of Finnish Industry and Employers) and the Ministry of Labour.

Moreover, evaluations of vocational and professional education needs have been accompanied by discussions about the future development of working life with employer organisations, trade unions and the labour administration. The interest of employers and trade unions in these questions has increased because in the near future Finland will face a lack of qualified employees.

#### **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 central employer organisations, the TAT (Economic Information Office) and the TT (Confederation of Finnish Industry and Employers), produce different types of material. They publish brochures, videotapes, material intended for schools and material intended for student counsellors. Moreover, employer organisations and trade unions provide in-service training for teachers and student counsellors. The TaT

has also regional networks for promoting co-operation between employers and educational institutions. They also offer materials at their website at <http://www.tat.fi>.

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

Seldom		Occasional		Regular
1	2	3	4	5 X
Local	Mostly local, but some national	50-50	Mostly national, but some local	National
1	2	3	4 X	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 TaT and the TT regularly organise exhibitions and fairs for students in upper secondary or tertiary education and for student counsellors.

**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.*

See Section 4.1 on cooperation between the social partners within the labour administration. Trade unions do not play any direct role in regulating or funding the information, guidance and counselling services delivered by the labour administration, but they have information production and campaigns of their own, for example on the Internet. Trade unions (for example, the SAK or the Central Organization of Finnish Trade Unions and the STTK or the Finnish Confederation of Salaried Employees) offer local and regional in-service training for student counsellors and careers fairs for students. They have annual seminars with practitioners. They also participate in regulating information, guidance and counselling services as members in advisory and co-ordination bodies of the Ministry of Labour and the Ministry of Education. They carry out research on how work is changing and what kind of qualifications are required on the labour market of today. Trade unions have also been interested in projects and co-operation on unemployment and education. The Finnish Association of Student Counsellors has 950 members who are working in different educational settings.

**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*

As regards the production of information materials supporting vocational guidance, there is at national level some co-operation between the central trade unions and the Ministry of Labour, for example on the preparation of guides, videos, vocational descriptions and descriptions of working life and so on.

The national trade unions and their member unions provide schools with information for the use of students and classroom careers teachers and school counsellors. This information includes facts about work, wages, working hours, legislation and so on. They also deliver training for school counsellors covering labour legislation, wages, equality at work and so on. There are also annual special action weeks when trade union representatives visit most of the polytechnics. During those weeks they offer information about trade unions, labour legislation and different occupations. During the school year trade unions disseminate information by visiting school classes to tell students about careers.

Trade unions feel that more attention should be paid to how students acquire information about labour market legislation. There should also be better links between schools and working life in general. Now that a part of vocational education is being delivered at workplaces, more information is required on both sides. According to trade unions, gender segregation at work, diminishing but still very strong in Finland, could be eliminated through better information, guidance and counselling services. There are still occupations in Finland dominated by women or men. Better information, guidance and counselling services could bring more women into engineering and more men into nursing. (For more information on trade union involvement see their web sites at <http://www.sak.fi/> and <http://www.sttk.fi/>.)

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

Seldom		Occasional		Regular
1	2	3 X	4	5
Local	Mostly local, but some national	50-50	Mostly national, but some local	National
1	2	3	4 X	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 above is a mean of the answers.

## *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.*

The national student organisations have been very active in developing guidance services. In higher education it was the student organisations who suggested a national evaluation of guidance services. Additionally, they train peer tutors both nationally and locally. Upper secondary education student organisations arrange national careers fairs in co-operation with key stakeholders. Student organisations are also represented in key national working groups involved in guidance. (More information about the student organisations is available at: <http://www.syl.helsinki.fi/>, <http://www.samok.fi/>, <http://www.lukio.fi/>, <http://www.sakkinet.fi/sivut/default.htm>).

In general, in Finland key stakeholders engage in wide-ranging and many-sided co-operation. Several organisations are interested in issues connected with counselling and advising. The role of the National Advisory Group monitoring CIMO's Euroguidance activities has been described in Section 3.4. In addition, CIMO has its own Advisory Council representing different ministries, universities and polytechnics, business and industry, and student and youth organisations. The Advisory Council plays an important role in monitoring CIMO's performance and contributing to the development of all its activities.

The stakeholders are encouraged by awarding innovative local projects for supporting children and young people's growth and development. (E.g. Yhdessä elämään - Together to good life - an educational project underway in Laukaa in Central Finland). Finland has a great many social and health organisations, such as the MLL (The Mannerheim League for Child Welfare, see <http://www.mll.fi/> ). These organisations provide Finnish people with information, services and care of many different kinds. In this way, voluntary organisations supplement and complement the range of public services available. They are supported financially by national non-profit organisations, such as the RAY (the Finnish Slot Machine Association, see <http://www.ray.fi/> ). They co-operate with corresponding international organisations. Many of them take part in the activities of the EAPN and the ICSW. (For more information see <http://www.sosternet.fi/>.)

## 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.*

#### ***Educational sector:***

Student counselling targets students at different levels of the educational system. By law, every student in comprehensive, upper secondary and vocational schools has a right to guidance and counselling services. In general, the services are delivered especially for students with special needs and students who need more individual counselling. In case of physical or mental disabilities education and counselling can be provided within special education. The procedure related to referral to special education is a joint decision with parents and school administration and it must include a psychological or medical diagnosis or a statement of regional social authorities. The objectives of immigrant education, for both children and adults, are equality, working bilingualism and multiculturalism. The problem with delivering guidance and counselling services at school is that the number of students per one student counsellor may vary from less than 200 to more than 700.

The methods used in service delivery are group counselling in classes, individual counselling, and work practice periods. During the last year in comprehensive schools, information on and counselling dealing with the joint application system for upper secondary education is among the most important contents.

Higher education students have recently become a much more heterogeneous group. They are no longer all the same age with the same basic abilities and the same approach to studying. Their age, experience and backgrounds vary. This makes it necessary to provide a much wider range of guidance services able to meet the growing diversity of student needs. Students on adult education programmes, foreign exchange students (both Finns abroad and foreigners in Finland) and students in practical training have special guidance and counselling needs.

#### ***Labour administration:***

The career counselling services offered by employment office psychologists are open to anyone who might need their help. However, demand is often greater than supply, forcing the local offices to consider whom to serve and to what extent. When assessing the needs of a person, the first priority is always their individual needs, not the target group they might belong to. The first essential is to determine the nature of

the client's case and decide what kind of service is the most appropriate for them: should they be advised to search for information on their own or use self-service facilities or should they be referred to counselling services, group services, extended personal guidance, or to other service systems? This evaluation is always carried out by a career counselling psychologist, also in those cases where the client is seeking guidance through another agency, such as the employment exchange. Thus, there is no national policy of priority.

Locally, however, there may be temporary priorities; for example, employees who have been laid off by an important employer might have priority. There is also some anticipation within the employment office that counselling clients will include more unemployed job seekers. The aim has been to meet these anticipations by developing consultation practices. At times we have to evaluate also how urgent a client's case is, taking into account such factors as application periods to educational institutions or the client's rehabilitation process. In such instances, priorities are about when counselling should be given, not about whether counselling will be provided or not.

### ***CIMO:***

The main objectives of the Euroguidance network have been defined in the Terms of Reference (ToR) laid down by the DG for Education and Culture of the European Commission in spring 2001. On the basis of these general objectives, a more detailed action plan for CIMO's Euroguidance activities has been formulated in close co-operation with the National Advisory Group.

### ***Target groups***

The information and advisory services of CIMO can be contacted by telephone and e-mail nationally and internationally. In addition, CIMO has an Information Centre that is open to the general public in Helsinki. Information materials are produced and made available both in printed form and over the Internet. In addition to providing national in-service training courses for guidance and counselling professionals, CIMO organises also regional in-service training events. Besides traditional in-service training CIMO has begun to offer parts of its in-service training courses in the form of distance learning. The aim is to ensure that guidance and counselling professionals from different parts of the country will have equal opportunities to update their professional knowledge and skills related to issues of international mobility and the European dimension in guidance and counselling.

### ***Social welfare and health care sector:***

In the social welfare and health care sector, handicapped people are given special services and support from society. The social welfare sector co-operates with employment offices to provide educational and employment guidance.

## **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.*

This question is partly answered in Section 5.1.

The Basic Education Act (628/1998) stipulates that every schoolchild must have access to guidance and counselling services (§ 11). They have also the right to be provided with education and counselling as laid down in the curriculum (§ 30). The Vocational Education Act (630/1998) ordains that students are entitled to student counselling delivered according to the curriculum drawn up by the National Board of Education. The Vocational Education Decree (811/1998) defines more closely that students must be given individual counselling and other necessary study counselling services. The Upper Secondary Schools Act (629/1998) similarly states that students should be able to receive guidance and counselling produced according to the curriculum. For more details related to the content of the curriculum, please see annex 12.

The Vocational Education Act specifies that services, counselling and teaching delivering for students with special needs (students who are handicapped or otherwise in need of special services) should be delivered as special education. The Ministry of Education can decide that an education provider must take care of the rehabilitation, counselling and other supportive activities offered to students with special needs. There are ten special education institutions given such a task.

### **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.*

#### ***Ministry of Education***

Targeted information: The relevant information is offered straight to the target groups. All comprehensive school students are sent a guide of the joint application system. These guides cover upper secondary education. Students in upper secondary education receive guides describing studies in polytechnics and universities. All this information is also available on the Internet. The Internet services can be accessed in employment offices, libraries and educational institutions among other places.

The National Board of Education and the Ministry of Education are offering information about education on the Internet through Koulutusnetti at <http://db.opti.edu.fi/> and Opintoluotsi at <http://www.opintoluotsi.fi/> (in April 2002).

#### ***Ministry of Labour***

When evaluating the individual counselling needs of a client, account is taken also of the specific nature of the client's case: if it requires immediate attention, the client is allowed to "jump the queue". Since especially in growth centres clients may have to wait several weeks before being admitted to counselling, many employment offices have also what are known as drop-in services, intended to meet clients' acute counselling needs by offering them an opportunity to discuss their situation with a psychologist either on the phone or face to face. About 20 per cent of the total number of guidance and counselling clients are such 'one-off' customers. There is no standard procedure for this drop-in service, although it is often a normal part of appointment-based activities. If this one-off service does not solve the client's problem, counselling is continued.

A computer-based guidance programme (AVO) available on the Internet and on the employment offices' public terminals is similarly meant to enhance access to services and promote career planning especially among young clients. In addition, the employment office information service is available for all clients without-an appointment; if they wish, the clients can discuss their situation also with educational advisers.

### ***CIMO:***

CIMO and its Euroguidance activities cater for the needs of end-users and of the national and international guidance and counselling community. CIMO provides them with a wide range of different services and products, such as:

- a telephone helpline for experts and end-users;
- an e-mail answering service for experts and end-users;
- an open-access Information Centre;
- target group-specific mailing lists for disseminating information;
- an Internet site at <http://www.cimo.fi> (in Finnish, Swedish, English) and <http://finland.cimo.fi> (in English);
- in-service training courses/seminars/conferences focusing on studying and training opportunities abroad, Internet-based information management, cross-cultural communication and multi-cultural counselling;
- printed and digital publications discussing studying and training opportunities abroad, such as the Study in Country X -series in Finnish;
- the ACADEMIA exchange programme at <http://www.ac-creteil.fr/steurop> which organises European guidance counsellors, once a year, study visits to Finland;
- support to guidance counsellors in networking at national and European level;
- participation in education and training fairs in Finland and abroad;
- articles in professional journals on trans-national mobility and the European dimension in guidance and counselling.

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

#### ***Educational settings***

In student counselling the counselling services are targeted according to age group and educational level. Currently, in comprehensive education students are given counselling services during the last three years. According to the new national comprehensive education curriculum guidelines, students will be entitled to guidance and counselling services throughout their comprehensive education. These new guidelines will be issued in autumn 2002 by the National Board of Education.

The guidance and counselling services delivered in different educational settings are described in ANNEX 2: *Guidance. Educational and Vocational Guidance in Finland*. 2001.

### ***Labour administration***

In employment offices there are not, in general, different methods for different target groups since the methods used are chosen according to the individual needs of each client. A look at counselling in the light of national client statistics reveals that experiments connected with and investigations of health-related and working capability issues have clearly received more attention in cases involving aged clients than in those with younger persons. Again, with unemployed job seekers there is more emphasis on group services than with other clients. However, this is mostly a question of job-seeking groups, not of counselling groups attended to by psychologists. The AVO programme available on the Internet and on the public terminals at employment offices is intended to enhance access to the services and promote career planning especially among young clients.

### **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.*

### ***Educational settings:***

In the educational sector there are obligatory counselling courses. In the last three years of basic education (Grades 7-9) students have counselling lessons lasting 2 x 38 hours. In upper secondary general education there is one counselling course of 38 hours. In vocational schools students receive counselling amounting to 1,5 credits (study weeks) during their studies. The above minimum provision is obligatory for students. In addition to this obligatory counselling they can, when needed, use different counselling services and be given group and individual counselling.

See also Section 7.1.

### ***Labour administration***

In employment offices the counselling process is always based on the client's own motivation and initiative. It is true that an unemployed job seeker can lose their unemployment security if they repeatedly turn down employment services without giving an acceptable reason. Theoretically an unemployed job seeker could be compelled to participate in counselling, but this does not happen in practice. Again, given that the starting point of counselling is the client's need for it and their own motivation, forced counselling of this kind is indeed nothing more than a theoretical possibility.

### **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.**

### *Educational settings*

In the educational sector both approaches are in use. The joint application system guides and a national Internet site providing career information (Koulutusnetti) are available for all students. Students in transition from education to work or between different types of education and going through different stages of their educational career need different types of counselling services (individual and group counselling) when they require advice on, for example, educational and career planning. Students with special needs are given more intensive counselling than other students when planning their future education and occupation.

### *Labour administration*

In employment offices, both - the client's individual counselling needs are always the starting point.

### *CIMO*

The CIMO office and CIMO's Information Centre are physically located in Helsinki. In order to make access to CIMO's services as easy as possible for any potential client, CIMO also offers Internet-based services (WWW services and e-mail services) and a telephone helpline that deliver for the needs of clients irrespective of where they live. In questions concerning studying and training opportunities abroad (see Section 7.5) CIMO's own services are complemented by those offered by employment offices throughout the country. Information is also available from, for example, school counsellors working at individual educational institutions.

### *Social welfare and health care sector*

Both approaches are used as a synthesis of activities prescribed by law and, on the other hand, used in programmes and projects. Targeted approaches have been applied when problems have been encountered and there has been an effort to solve them by adopting a special approach, such as a development or research project. These projects often construct a model which is then introduced in all parts of the country.

**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?**

### *Educational settings*

Students with special needs have not been paid enough attention in the present counselling system at schools. The organisation of counselling provision and the division of responsibilities between special education teachers and counsellors should be improved. The other group which should be given more consideration are those students who have difficulties at school without being diagnosed as students with special needs. Their problems are often caused by their life situation; accordingly, what is needed is multi-professional co-operation between school personnel and experts outside the school.

One reason preventing universal access to counselling when it is needed is a lack of resources and a high student-counsellor ratio.

### ***Labour administration***

In principle, counselling services are open to everybody, but as mentioned in Section 5.1., people seeking counselling do not always find help. The number of adult clients who were employed in 2001 was about 4 500 (~ 21 %) and almost 3 800 (~ 18 %) clients were not in the labour force. Most of the adult clients (58 %) were unemployed.

Because of the limited resources, the services have not been marketed much. It can be assumed that certain target groups, such as immigrants, do need counselling but cannot themselves recognise this need. On the other hand, those clients who apply for counselling today are special in the sense that they are willing to reflect on their life and discuss it with experts.

In employment offices, according to the Finnish Association of Psychologists, the focus of development projects is on employment services, with the result that the services of vocational psychologists are being given less consideration.

In a changing society guidance and counselling services should work flexibly and respond to different situations faster than they did earlier. The reasons why people drop out vary: poor computer literacy, immigration, internal migration, changes in the economic situation, long-term unemployment and so on.

### **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.*

### ***Educational settings***

In 2001 the National Board of Education started a ESF project to promote the use of Individual Learning Plans for adult students. This approach was developed in adult education institutions in the late 1990s (see <http://www.edu.fi/oppimateriaalit/verkkohops/>). Before that there were guidance services available for those who actively looked for them.

A particular service for adults is the AIKO Database for Adult Education developed by TIEKE, the Finnish Information Society Development Centre, with the Ministry of Education and the Ministry of Labour providing financial support. AIKO is funded by the participating institutions (see <http://www.tieke.fi/aiko.nsf?OpenDatabase>).

The AIKE Group is an organisation established by two limited companies, AIKE International and AIKE, and the Association of the Finnish Vocational Adult Education Centres. The purpose of the AIKE Group is to develop vocational adult education and to provide various services to vocational adult education centres (see <http://www.aike.fi/>).

### ***Labour administration***

The counselling services of the labour administration are available for both young people and adults. Because the school-based provision of counselling has improved and youth unemployment has fallen, there

has actually been a steady rise in the proportion of adults among the clients of employment offices: according to the latest statistics, 57 per cent of the clients were over 25 years of age. It follows that employment offices are concentrating more and more on serving adult clients.

### ***Social welfare and health care sector***

In the social welfare and health care sector the aging of the Finnish population has meant that many projects and activities are targeted at older people still in working life. (For more information see <http://www.ikaohjelma.net>, the web site of Kansallinen ikäohjelma or the National Programme on Ageing Workers.)

## 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?**

#### ***Educational settings***

In comprehensive schools study counsellors are responsible for guidance and counselling services (including career counselling and individual counselling). Moreover, all teachers advise students in studying-related issues. Form masters/mistresses support the students in their class in general school attendance issues.

In upper secondary general education study counsellors bear the main responsibility for delivering counselling services. Group teachers monitor their students' school achievement and counsel them on issues involved in studying in upper secondary school. Moreover, every teacher advises students in study techniques.

In vocational schools study counsellors bear the main responsibility for counselling, but every teacher takes part in counselling activities as a part of their teaching duties.

In polytechnics study counsellors are responsible for guidance and counselling services. Tutor teachers and other teachers together with peer tutors take part in counselling as agreed on in the polytechnic's counselling plan. Polytechnics have recently improved their career and recruitment services.

The following table identifies how much (%) counsellors allocate their working hours in guidance to specific tasks.

Task	Comprehensive school %	Upper secondary general education %	Vocational school %	AMK-institutions %	Total %
Career education classes	28.3	18.1	12.5	6.2	20.5
Individual counselling	24.8	42.4	28.7	34.7	30.7
Group counselling	6.5	7.6	5.5	5.5	6.4
Internal co-operation	9.2	8.9	15.0	14.5	10.9
External co-operation	7.4	6.8	17.5	15.6	10.2
Guidance for students in work-experience	9.3	4.7	2.4	3.4	6.2
Joint student application	10.1	8.4	10.9	8.2	9.7
Other activities	3.5	3.5	7.3	9.0	4.9

In universities, counselling services are delivered in a variety of ways. In general, the student affairs office is the place where students can ask about things linked with their studies, work practice, and student grants. In faculties there are student affairs secretaries who are responsible for students' study plans and for planning, developing and coordinating counselling services. (ANNEX 4. Summary of the national evaluation of careers services in higher education in Finland in 2000-2001.)

In different educational institutions counsellors are often called masters of student or study counselling. Study counsellors can counsel full-time or work part-time as counsellors and part-time as teachers. In comprehensive schools most counsellors (84 %) work full-time, but in polytechnics for example only 11 per cent of the counsellors are employed full-time. (Lairio & Puukari & Varis. 1999. *Opinto-ohjaajien ammattikunta osana suomalaista ohjausjärjestelmää*. [The work of professional study counsellors as a part of the Finnish counselling system.]

### ***Labour administration***

In the labour administration (employment offices): vocational guidance psychologists, educational advisers, employment consultants specialised either in special needs clients or in job clubs. The following guidance services available in employment offices and individual job-seeking services are delivered by the following customer-service officials:

1. In all, about 280 vocational guidance psychologists are responsible for vocational guidance and career planning services and services related to vocational rehabilitation. In the labour administration, staff in charge of vocational guidance and career planning services have from the first been required to have a psychologist's qualifications. This requirement is included in the Employment Agencies Act.

2. 150 full-time educational advisers are in charge of the educational and vocational information service. There are also 150 part-time employment consultants (advisers) responsible for advice on training and vocational information. There are no formal qualification requirements for educational advisers and employment consultants.
3. Specialised employment consultants are in charge of job-seeking services linked with vocational rehabilitation. Also, job-seeking services for young people often include counsellors specialised in services for young people. The tasks of these consultants are by nature guidance-related. No formal qualifications are required.
4. The qualifications required of labour counsellors responsible for guided, mainly group-based job-seeking services or personal employment services are as in item 2 above.

***CIMO:***

CIMO's Euroguidance team consists of an information specialist, a programme coordinator, a senior adviser and a head of unit.

**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.**

***Educational settings:***

A follow-up study of Finnish school counselling (1997) provides some information about these subjects because the questionnaire was sent to all school counsellors in Finland working at comprehensive schools, upper secondary schools and vocational schools.

Comprehensive schools:	Respondents:	436 (73 % returned the questionnaire)
	Age distribution:	average age 46.6 (s=8.4)
	Gender distribution:	58 % women

Upper secondary general education:	Respondents:	240 (71 % returned the questionnaire)
	Age distribution:	average age 46.8 (s=9.1)
	Gender distribution:	55 % women

Comprehensive and upper secondary general education: (Combined posts)	Respondents:	86
	Age distribution:	average age 45.2 (s=7.7)
	Gender distribution:	70 % women

Vocational schools:	Respondents:	256 (75 % returned the questionnaire)
	Age distribution:	average age 46.7 (s=6.9)
	Gender distribution:	59 % women

(Source: Lairio, M. Puukari, S. ja Varis, E. (1999) *Opinto-ohjaajien ammattikunta osana suomalaista ohjausjärjestelmää*. [The profession of study counsellors as a part of the Finnish supervision system.]

Jyväskylän yliopisto, opettajankoulutuslaitos. Jyväskylä. A book presenting the findings of the above-mentioned study of study counsellors' work.)

**Ministry of Labour:**

- Vocational guidance psychologists: 280
- Educational advisers: 150 full-time post-holders ( +150 part-timers)
- Employment consultants specialising in special needs clients: 75 full-time post-holders (+300-400 part-timers)
- Employment consultants specialising as job-club trainers: 145

Of all regional-level labour administration staff, 79,3 per cent are women (2 503) and 20,7 per cent men (655). The average age of staff is 44 years.

**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).**

		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	x					
	School counsellor	x		x			
	Counsellor in government agency		X Vocational	(x)	(x)	x	
	Counsellor in private agency						
	Other						

### *Educational settings*

School counsellors in comprehensive schools must a) be qualified comprehensive-school teachers (a master's degree in education or some other subject taught in comprehensive school and the pedagogic studies required for a teaching qualification); b) have a certificate of the completion of specialist training in guidance and counselling (35 credits).

School counsellors in upper secondary general education are required to a) be qualified subject teachers (a master's degree in the subject which they are teaching and have completed the pedagogic studies required for a teaching qualification); b) have completed the same specialist training in guidance and counselling as school counsellors at comprehensive schools.

School counsellors at vocational schools are required to have a) the qualifications of a vocational-school teacher; b) a certificate of the same specialist training in guidance and counselling as is required of school counsellors in comprehensive and upper secondary schools, or specialist training in guidance and counselling in vocational schools.

The training programme for guidance counsellors at the University of Joensuu is a part of a Master of Education degree (160 credits). A student's main subject can be either education or educational sociology. About 70 credits of the studies are directly connected with counselling issues. The pedagogical studies required for qualification as a teacher (35 credits) are also included in the training programme. During their studies, students have practical training periods in schools and other institutions amounting to 13 credits.

Please note that the above are the *formal* qualifications that holders of school counsellor posts at different educational institutions must have.

In the educational sector, the qualifications required of school personnel, including study counsellors, are defined in the relevant legislation (Teaching Staff Qualifications Act 986/1998, § 6, § 11, § 15 and Decree 576/1998).

The qualification requirements for counsellors working in polytechnics and universities are not laid down by law.

### *Ministry of Labour*

To be able to work as a vocational guidance psychologist in Finland requires a master's degree in psychology. The Ministry of Labour also organises in-service training for all labour administration staff. This training, lasting about 5 weeks altogether, is usually completed within two years. Many vocational psychologists also pursue (while working) postgraduate studies in working life and organisational psychology. It is equally common to obtain a diploma in therapy, for example in cognitive, cognitive-analytic or psychodynamic therapy.

As for the other professional groups mentioned above, no official qualifications prescribed by law are required. Nevertheless, almost everybody in these groups has vocational qualifications. Many of them have a university degree or a degree from a polytechnic. There is an in-service training programme also for educational advisers, special needs consultants and job-club trainers.

## CIMO

All the members of CIMO's Euroguidance team have an academic degree. Their field of specialisation varies, but the specialities represented there include information management among others.

### 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?

		Competence					
		Communi- cation skills	Group facilitation skills	Individual and group assessment skills	Labour market knowledge	Knowledge of career development theory	Other
Type of staff position	Vocational psychologist	X	X	X	X	X	Therapeutic skills
	Educational adviser	X	X		X		Knowledge of the educational system in general and HOW to find the information in question
	Special needs consultant	X		X	X	X	Knowledge of vocational rehabilitation and medicine
	Job-club trainer	X	X	X	X	X	Knowledge of how to find work, the "hidden labour market"
	School counsellor	X	X	X	X	X	ICT skills

The answers from the units delivering counsellor training:

Competencies that are required of guidance counsellors (in schools and other educational institutions):

1) knowledge of the educational system and working life; 2) psychological and sociological theory of the life course; 3) counselling skills: informing, interviewing, individual and group counselling, communal working methods, networking; 4) skills in using information technology in guidance and counselling; 5) scientific thinking skills and various forms of research skills and 6) reflection on professional ethics.

The above-mentioned competence requirements pursued and themes covered during the training of a school counsellor should illustrate the competencies required from school counselling staff: communication skills, teaching skills, group facilitation skills, knowledge of Finnish society and the labour market, knowledge of career development theory, knowledge of guidance and counselling theories and of the ethical principles underlying guidance and counselling, a gender-sensitive and multicultural approach

to school counselling, networking skills, knowledge of different methods of using information technology in counselling.

**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?**

***Educational settings***

In the educational sector more resources have been allocated for the training of school counsellors. Due to the lack of certified counsellor within comprehensive and secondary level education the number of annual enrollment within initial training has grown from 80 to 165 during the years 2000 – 2002. The first school counsellors who were trained in 1970's are retiring or have moved to school administration as principals. The Ministry of Education has appointed a work group which has evaluated the quality and quantitative provision of counsellor training and how it is responding to the growing need for qualified counsellors. Future projects to develop counsellor training are intended to increase international co-operation on research and education, expand postgraduate education and in-service training and respond to the need for counsellors by increasing work-based training and master's degree training of counsellors.

In the educational sector the 1990s have seen great changes: changes in the structure of education, changes in working life and the internationalisation of society have made lifelong learning and counselling increasingly important. CIMO's Euroguidance office organises in-service training concerning education and training opportunities abroad, the impact of international mobility on future career prospects, and multicultural guidance and counselling. The development of ICT facilities has increased the need for counsellors' in-service training. The Ministry of Education has allocated money for the acquisition of the ICT facilities needed in delivering counselling services.

The problems of young people have become more formidable and diverse (e.g. mental health problems and drug abuse). It follows that counsellors must know more about the questions involved in special education. There is more and more co-operation with different experts.

***Labour administration:***

Anybody delivering career guidance and counselling and educational information services in employment offices must follow the rapid changes in society. Both the Ministry of Labour and the regional administrative offices organise a variety of training courses for their staff. In addition to the in-service training programme mentioned above, there are a great number of specially tailored courses for different target groups: courses in counselling theories and methodology for psychologists, educational information courses for educational advisers, courses in rehabilitation methodology for special needs consultants and in group counselling methods for job-club trainers and so on. All staff receive training in computer skills. National meetings and seminars are arranged regularly for different professional groups with the aim of discussing current social changes. Many of the staff also attend training programmes offered outside the labour administration, for example in universities, open universities and polytechnics.

There are also some degree programmes for employment consultants and administrative staff which are delivered in co-operation with polytechnics. In 2002, 100-150 students are supposed to start a 40-credit Professional Development programme.

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

### ***Educational settings***

In the educational sector municipalities have a statutory obligation to enable study counsellors to take part in in-service training, although actual training opportunities vary from one region to another. Administrative boards organise study counsellors' in-service training, especially courses in the joint application system. In-service training for study counsellors is provided also by the National Board of Education, the Finnish Association of Student Counsellors, trade unions, and employer organisations. Further in-service training courses are delivered by the continuing education centres of higher education institutions.

In 2000 the National Board of Education began designing study counsellors' in-service training meant to improve counselling services in upper secondary education. This supplementary training is intended to provide study advisers with further training, train group advisers to serve upper secondary school, and provide training for other teachers. It also implements the norms stemming from the obligation of inter-institutional co-operation among educational establishments. The primary aim of this supplementary study counsellor education is improving study guidance in upper secondary school. This means that both study advisers working in comprehensive schools and group advisers working in upper secondary schools must receive further training. Because of the great number of trainees, most of the training should take place in the immediate or close vicinity of these upper secondary schools. Delivering the actual training in close proximity to educational establishments or on their very premises will increase the effectiveness of training because in this way we can ensure that the highest possible number of study counsellors or group advisers employed by particular schools can attend it.

The supplementary training will be delivered in two phases. In the first phase approximately 60 counsellors will be trained as district instructors. This will be financed out of appropriations for the supplementary training of employees. After this phase the managements of the various educational establishments may negotiate supplementary training agreements. At the upper secondary school level the organisers of short-term training will have to finance it themselves. They must also enable their school counsellors and group advisers to attend the training during the school term. This proposed model will make it possible for us to supply all the upper secondary schools in Finland with school counsellors and group advisors in three years time. In addition, the providers of this training will be able to purchase supplementary training of broader scope from OPEKO (= National Centre for Professional Development in Education). The National Board of Education, the provincial administrative boards and OPEKO will collaborate annually to design training for study counsellors.

### ***Labour administration:***

Both the Ministry of Labour and the regional administrative offices organise a variety of training courses for their staff. In addition to the in-service training programme mentioned above, there are a great number of specially tailored courses for different target groups: courses in counselling theories and methodology for psychologists, educational information courses for educational advisers, courses in rehabilitation methodology for special needs consultants and in group counselling methods for job-club trainers and so on. All staff receive training in computer skills.

**CIMO:** The CIMO staff participate in in-service training courses and seminars offered through various professional organisations in the field, such as the European Association for International Education, and through other organisations who provide in-service training that is relevant to the functions of CIMO as the

Euroguidance Centre in Finland. The themes may focus on information management, language education, trainer training or multicultural counselling and intercultural communication.

### *WWW-based services for all practitioners.*

The professional front end of the Opintoluotsi service at <http://www.asiantuntijaluotsi.net> was launched on 28 May 2001. The basic idea behind this professional front end is to create a personal web-based desktop for guidance practitioners and exploit the interactive features of Internet technology. The practitioners can use the same career resources as the end users, but they will also get support and web-based training modules to help them to make the best possible use of the Opintoluotsi service in their daily professional work with their clients. There are also resources for updating and maintaining one's professional expertise. In other words, the professional front end acts as a virtual interactive resource centre for ~~the~~ guidance practitioners, researchers and students active in the field of guidance and counselling. It includes features similar to those of the Canadian counsellors' resource centre (<http://www.crccanada.org>).

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

#### *Educational settings*

Familiarising students with working life and the delivery of work-based learning involving the contribution of local employers are provided for in the national curriculum guidelines issued by the National Board of Education that regulate education in comprehensive and vocational schools. In addition, the same document recommends that upper secondary schools should establish working links with the local community, especially with local employers and employment offices.

The co-operation between schools and employers varies from short visits to different workplaces and employers' visits to schools to more intensive collaboration. For example, an enterprise might adopt a school class for three years. The students visit the enterprise and spend their work practice periods there. The enterprise and the students can plan and carry out shared projects, and other teachers besides the study counsellor can take part in this co-operation.

Vocational education programmes include a minimum of half a year's on-the-job training period. During these periods students learn vocational skills in authentic working environments. In the late 1990s many higher education institutions have made more use of alumni programmes. Former students often visit upper secondary and vocational schools to tell about their experiences as students in polytechnics and universities. Examples of the alumni activities can be found from the University web sites for example: <http://www.helsinki.fi/alumni/>, <http://www.jyu.fi/alumni>, <http://www.uta.fi/alumni/english.html>,

#### *Co-operation with parents*

Parents are kept informed about the educational options available for their children. Study counsellors send information to homes, and schools organise special occasions for discussions with parents about existing educational and occupational opportunities. Often representatives from different school settings are asked to tell parents about the education and training provision in the area.

## 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.**

	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13
Required?	yes	yes	yes	yes	yes	yes	
Hours							

In the educational sector there are obligatory counselling courses. In the last three years of basic education (Grades 7-9) students have counselling lessons lasting 2 x 38 hours. During the voluntary extra year in comprehensive school the students have at least one counselling lesson a week.

In upper secondary general education there is one counselling course of 38 hours. In vocational schools students receive counselling amounting to 1.5 credits (study weeks) during their studies. The above minimum provision is obligatory for students. In addition to this obligatory counselling they can, when needed, use different counselling services and be given group and individual counselling.

Each school can decide how these lessons and courses are placed in the curriculum and within the framework of the study plan. Additionally, the themes discussed during the obligatory lessons are also integrated into other school activities.

**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.)**

**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.**

Work experience periods are available in comprehensive schools. They are organised in various ways, and their purpose is to enable students to learn about working life and labour regulations. Students in Grade 8 and/or Grade 9 spend between one and two weeks at a workplace; in comprehensive schools the total length of this period varies, as a rule, from one week to 2-3 weeks. During the voluntary extra year in

comprehensive education students may construct a personal study plan, and this plan can include several days a week of work practice.

In Grades 11,12 and 13 (upper secondary general education) there is a minimum of 38 hours of careers education over 3 years. Students might spend 1-2 days at a workplace during these 3 years, which should give them more experience of working life. Vocational schools offer students at least 20 study weeks (20 credits) of work periods. Polytechnic programmes include workplace practice periods, their length depending on the study field.

Adults and young people can acquire a vocational qualification through apprenticeship training. In apprenticeship training vocational skills are learned while working, supplemented by theoretical studies.

#### **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)?**

The National Board of Education is developing printed training guides in collaboration with bodies responsible for training and with other comparable bodies to ensure that the guides will serve various users more effectively. Electronic versions of these guides will also be developed, and there will be an increased number of Internet linkages to WWW servers of various information providers.

The National Board of Education has a database server, the Education Net (Koulutusnetti <http://db.opti.edu.fi/>), which is based on the database of Finnish educational establishments (OPTI) and the Finnish universities (HAREK). The Education Net is designed to help a person with finding a place where to study. It provides basic information on all vocational schools, upper secondary schools, vocational colleges and universities and on the educational programmes and qualifications that they offer. The Education Net will be developed further so that it will enable a client to obtain also detailed information about admission requirements and vacancies at different levels of the educational system. The up-to-date data will be transmitted to clients through the Education Net.

The web sites of the Ministry of Labour have links and information about education and training options (<http://www.mol.fi/koulutus/index.html>). Opintoluotsi (Study Pilot, at <http://www.opintoluotsi.fi>) will be a national gateway for educational, training and employment opportunities for all citizens. It will be available in April 2002.

The Centre for International Mobility CIMO promotes and supports international mobility of young people (e.g. students in upper secondary general, vocational and higher education) by providing them with updated information on studying and training opportunities abroad. A wide variety of services are being offered for end users and expert clients both in Finland and abroad.

Upper secondary education student organisations arrange annual national careers fairs in co-operation with key stakeholders. Additionally regional career fairs are organized in co-operation with higher education institutes and employers.

See Section 5.8 on services for adults. AIKO, database for adult education, in vocational schools, and evening classes of upper secondary schools, polytechnics and universities.

See ANNEX 3: Quality and Ethics in Web-based Guidance.

## 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 *guidance* services provided by the public employment offices.

Within the product family Services for Vocational Development, where services are *open to all groups* of (individual) clients:

1. Vocational guidance and career planning
  - personal counselling (including counselling sessions, psychological assessments)
  - group guidance
  - on-the-spot guidance services
  - self-service: computer-assisted guidance
2. Educational and vocational information service
  - personal advice on education and training
  - group sessions
  - information by self-service (booklets, videos, computer software)
3. Vocational rehabilitation planning
  - placement and rehabilitation counselling

All services in these three subcategories may include measures such as work or training try-outs, medical or rehabilitation examinations.

Within the product family Job Seeking Services, where services are *targeted at job seekers*:

4. Personal employment services
  - information for job seekers
  - skill mapping
  - job-seeking plans (may include labour market measures)
4. Job seeking as self-service (the Internet, the Jobline telephone service, etc)
5. Integration planning for immigrants etc

Employment offices provide their guidance services on the basis of an individual evaluation of the client's service needs. They are evaluated by the officers first meeting the client in co-operation with the guidance counsellor. For example, employment consultants refer job seekers to personal counselling by vocational guidance psychologists as suggested by individual evaluations of their need of guidance and so on. The general idea is that self-service and the information services are open to everyone and that they should be used in the first instance. Only clients needing personal counselling and long-term assistance, medical examinations and so on should be referred to personal counselling, where resources are limited. School

counsellors have the main responsibility for student guidance; students are referred to the guidance services available employment offices when this is considered to offer some added value to the guidance process of an individual student.

In Finland, all the employment offices offer services to clients interested in going abroad either to work as trainees or to study there. CIMO co-operates with the Ministry of Labour by providing guidance practitioners in the employment offices with support services that enable them to serve their clients better or with more professional skill in international education and training issues.

CIMO's services to the labour administration include:

- in-service training courses/seminars on studying and training opportunities abroad, and on issues related to these questions (such as study financing and recognition of qualifications)
- workshops on the use of ICT applications and on Internet-based information management
- mailing lists for disseminating relevant information
- publication of guides, handbooks and other information materials (printed and digital) and other support services (e.g. a telephone helpline and an e-mail service).

### ***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.*

### **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?*

In polytechnics, students are given advice and counselling on their studies and on financial questions in student affairs offices. These help both young people applying for a student place and those already studying in the polytechnic. Different polytechnics have different systems for delivering guidance and counselling services. In general, study counsellors are responsible for guidance and counselling services. Tutors and peer tutors also give help in many areas related to studies. The teacher of each study unit will answer questions about it, and there are special work placement advisors. Career and recruitment services are also provided in polytechnics. For international affairs there is, in general, an office where students are given information about exchange studies and where students coming from other countries get help with planning their studies. Such international affairs offices can be found in both polytechnics and universities.

Polytechnic students also have access to Finnish polytechnics' joint Internet-based job service at <http://www.jobstep.net>.

Universities provide general student counselling for their students and for young people seeking admission to them. The organisation of these services varies in different universities. Every university has a student affairs office where students receive information, advice and counselling on studies, practical training, and Open University courses. A special financial aid office deals with student welfare services. University students who are completing their studies may seek help with transition to working life in universities' career and recruitment offices. Their career centres offer career counselling, job search training, information on vacancies and employers, and supplementary training. Faculties and departments have a student affairs secretary who is responsible for planning, co-ordinating and developing tutoring, training tutors and editing study guides. University teachers, the student affairs office, the Student Union and the Student Health Service Foundation also play their own roles in the provision and delivery of guidance and counselling in universities.

The guidance and counselling services delivered in Finland in tertiary education were evaluated in 2000-2001. The results are presented in Annex 4.

(Source: Guidance. Educational and Vocational Guidance in Finland 2001. ANNEX 2)

Students in higher education have access to a WWW-based network developed by the Ministries of Education and Labour to help graduates and graduating students in transition from university to working life. One of the most important aims of tertiary-level career services is to increase interaction between business and industry and institutions of higher education. Among other things, the services collect information about how well academic degrees match with the requirements of working life, and they also disseminate information to companies on the expertise that higher education institutions have to offer. In addition, the career services work in co-operation with government employment offices. (See <http://www.aarresaari.net>.)

### *The private (for-profit) sector*

#### **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.*

Traditionally, career services in Finland have been provided by the public sector. In 1999 *Helsingin Sanomat* the biggest newspaper in Finland, broke with this tradition and made free career services available to all citizens on the Internet. *Helsingin Sanomat* is offering the consumer a multitude of career planning and job search tools and services. All services, including online self-assessment exercises, e-mail guidance counselling, a Curriculum Vitae Wizard and an option to forward applications to employers online, are free of charge. (See <http://www.oikotie.fi>.)

Recent surveys completed by the Finnish media show that employers view the Internet as the second most attractive media for recruiting personnel - newspapers maintain the lead. As job advertisements and job applicants gradually move to the Internet, the newspapers have to follow. In addition, new companies are formed that focus solely on online recruiting.

Changes in recruiting practices in will, in turn, affect the delivery of career services. Because online recruitment services are competing for the consumer, they must provide comprehensive services. This may in turn have far-reaching effects on career development services in the future. What will be the role of careers counselling professionals in ensuring the quality of the career services provided by the private sector, where the driving force behind service delivery is competition for consumers?

Other examples of career services on the Internet are: <http://www.jobline.fi/>, <http://www.careerstorm.com>

**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.*

The guidance services are mainly provided by government.

#### ***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?**

Municipalities have no special legal obligation to provide information, guidance or counselling materials. However, they have been active both in developing and providing information and in recruiting their own personnel. The goal is to find skilled and qualified persons to staff municipal agencies and local enterprises. A recent problem has been how to find qualified teachers and counsellors because a great number of teachers and counsellors are retiring and because people have been moving from the central and northern parts of Finland to the south of the country.

Social welfare and health care organisations and civic organisations run phone-in services and reception centres helping people who are in crisis or have mental health problems or are drug users or victims of domestic violence.

**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?**

No

## 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 a 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

### ***Educational settings***

Student exchange, developing international networks, and collaboration between schools and local communities and workplaces are encouraged in national curriculum guidelines. In addition, school legislation stipulates collaboration between upper secondary schools and vocational schools. The development plans of the Ministry of Education have been published as a book, *The Government's Development Plan for Education and Research 1999-2004*. The overall development plan includes specific development plans for each level of the educational system, covering educational and research policy aims and the allocation of resources. The Finnish government is carrying out a wide-ranging Information Society Programme in order to encourage the development of Internet-based learning and counselling environments. Money appropriated by the state in the 1990s has made it possible to link Finnish educational institutions to the Internet. (See <http://www.minedu.fi>.)

### ***Labour administration***

The methods used in individual counselling in employment offices have not changed significantly during the last five years. The biggest changes are the opportunities brought by information technology. The methods themselves are mainly the same, although some new testing procedures have been introduced and more is now known about the old procedures. Staff training has enabled vocational guidance psychologists to learn some new methods, such as techniques for short therapies.

Various applications have been developed to support personal counselling. They have been described in Section 8.2. Counselling services over the telephone have not been developed, although clients can call a psychologist at certain times or when making an appointment.

**CIMO:** CIMO's information services offer among other things a telephone helpline for Finnish and international customers/end users, produce and disseminate information materials, run an open-access Information Centre, and arrange information days to students. Information about the materials at the CIMO Information Centre, such as handbooks, guides and reports on international education and mobility, is included in a database which has been available for the general public on the Internet since autumn 2000 and is freely accessible to all target groups at the CIMO homepage. The development of such digital services has made it easier for CIMO's different target groups to access the services as required.

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

#### ***Educational settings:***

The National Board of Education has been developing a database of information about education, Koulutusnetti (<http://db.opti.edu.fi/>). The Ministry of Education has been developing an interactive national gateway intended to enable all citizens to keep track of educational, training and employment opportunities. The development project is funded by the ESF, and the first version of the gateway will be available in April 2002. (See <http://www.opintoluotsi.fi>.)

OpinNet is a project supervised by the National Board of Education for developing vocational qualifications and adult education. The project's main target areas have been educational planning, student counselling and new pedagogical solutions to be used with new technologies. The project was launched in 1996 and will continue until 2000. OpinNet has developed learning environments for adult education by making use of information technology and networks. (See <http://www.edu.fi/projektit/opinnet/english/index/html>.) Polytechnic students have access to Finnish polytechnics' joint Internet-based job service, JobStep, through which they can apply for vacancies advertised by employers. Employers in their turn can access student CVs and thus find the employees they need. (See <http://www.jobstep.net/>.)

As a part of the Government's education and research strategy, a project to establish a joint virtual polytechnic was launched in the beginning of 2001. The aim is to produce an Internet-based higher education service based on a multiform distance learning approach. (See <http://www.virtuaaliyamk.fi>.)

Since the mid-1990s, the University of Helsinki has provided WWW-based career services for academic job seekers at <http://www.urapaja.fi>. As a part of the development of a virtual university in Finland, an Internet-based guidance and counselling environment was established in the University of Joensuu in October 2001 at <http://ovi.joensuu.fi>.

### ***Labour administration:***

In employment offices, at the end of 1998 all data on the clients of the vocational guidance psychologists were entered into a common database of the labour services called URA. This makes it easier to co-operate with the employment exchange.

A career guidance IT software system called AVO was published on the Internet in May 2000. The purpose of this software is to support clients' independent career planning; the feedback suggests that it is popular. The software can be found on the home pages of the labour administration. An Internet version of the *Job Seeker's Guide* has been published on the same home pages. At the moment we are developing a web-based testing software system for the use of guidance counsellors. The software is meant to take care of the routine aspects of testing the clients, especially the design and scoring of the tests. These methods can also generate new comparison material. This application was brought into use in autumn 2001. (See <http://www.mol.fi/avo/> .)

CIMO: CIMO has recently been involved in two European projects for co-operation on guidance and counselling. Information about the ESTIA project, a web portal to information about education, training and work in some 25 European countries, can be found at <http://www.estia.educ.goteborg.se>, while information about the RAINBOW project, an in-service training course on multicultural counselling, is available at <http://rainbow.cimo.fi>. Rainbow WWW-service is to be developed further in 2002.

Further details on the operation and services of CIMO can be found at <http://www.cimo.fi/>. The Discover Finland (<http://finland.cimo.fi>) service, maintained by CIMO, has information in English about study and training opportunities in Finland.

On the Move, is interactive software designed for the use of all young people currently considering mobility in Europe. OTM is a dynamic guidance tool that one can use to clarify one's ideas and needs against the background of international experiences. OTM is currently available in eight national versions: English, Swiss (French), Belgian (Flemish), Greek, Spanish, Dutch, Icelandic and Danish. All language versions can be found at <http://www.rthj.hi.is/otm>. The Finnish Euroguidance Centre will produce a Finnish-language version of OTM in 2001-2002.

### **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.**

In the educational sector every student has a statutory right to guidance and counselling services. The services target clients who need more counselling in pursuing their studies, such as students with special needs.

In employment offices job-seeking clients' service needs have been classed into 4 categories mainly to improve the customer-service process and prioritise the services:

- people who are seeking work and/or training on their own;
- people who need guided and supported employment services;
- people who need vocational development support services (e.g. counselling) and/or employment support services;

- people who need services from other agencies (either co-operative or single-source services).

No categorisation of this kind has been established in counselling, although a description of the client's situation is entered into the database for monitoring using the following options:

- comprehensive school or college leavers looking for a job or a student place
- school drop-outs
- adult clients choosing a career
- adult clients choosing a new occupation or job because of unemployment or threat of unemployment
- adult clients choosing a new occupation or job for health or other personal reasons
- Other cases.

## 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.*

The public sector is the main producer of career and vocational information in Finland.

#### ***Educational settings***

The National Board of Education designs and creates the services and guides informing citizens of educational opportunities and issues instructions to regulate the joint application system in the educational sector. Because the information comes from the education providers, the guides are published only shortly before the application process starts, making study counsellors' work more difficult in some respects. Students are given the guides for free, but they need counselling in order to learn how to use them.

Commercial publishers publish books and other materials for the use of study counsellors and students.

Various educational institutions offer careers recruitment services for people who find a job after completing their training; careers guidance material is also produced to help them.

#### ***Labour administration***

The labour administration produces descriptions of occupational domains and individual occupations to support basic guidance and advice to citizens. It also maintains a comprehensive data system covering vacant jobs and available labour market training. The functions of the labour administration are based on a law concerning employment services that obliges it to keep citizens aware of the requirements of and the opportunities available on the labour market.

The labour administration develops information material that promotes career planning by facilitating educational planning (serving as a basis for educational plans and qualification design and for reviews of the occupational field related to a given qualification).

The public administration does not really regulate the classification and storage of the careers information material. The labour authorities base their occupational descriptions primarily on vocational and standard industrial classifications. The educational and labour authorities use the same classifications in their quantitative planning. The classifications used in qualitative planning are derived from classifications of the educational structure.

There is some overlap between the labour and the educational administration also as regards the production of information materials on education, training, occupations and the options available on the labour market.

The co-operating branches of public administration continuously discuss and develop the division of labour between them and their areas of collaboration and coordination.

**CIMO:** The main task of CIMO is to promote the exchange of students, trainees and other people between Finland and other countries (Centre for International Mobility Act, 1991).

One of its responsibilities is to provide information about opportunities for international mobility in its field of operation, which includes education, training, working life and young people. For example, information products specifically catering for the needs of people who are interested in completing their whole tertiary degree programme abroad have been developed as a result of co-operation between CIMO and the Ministry of Labour.

## **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.*

### ***Educational settings***

In the educational sector information is disseminated in a variety of ways: during individual and group counselling sessions, in leaflets and guidebooks and over the Internet. There have been nearly ten different CD-ROMs for the use of counsellors, but they have been increasingly given up when the same products have become available on the Internet.

### ***Labour administration***

There are three types of information material supporting guidance and counselling produced by the labour authorities:

- the most traditional type of material is a printed guide covering an occupational domain that describes one particular domain and the major occupations belonging there;
- today there is also a version of these guides on the Internet;
- another type of material consists of videos presenting a certain occupational domain and examples of individual occupations within it;
- the latest and most comprehensive type of material available today comprises electronic descriptions of occupational fields and occupations, which can be used over the Internet both by guidance experts and citizens.

Job registers and information about the provision of labour market training are presented electronically on the labour administration's Internet service.

The educational opportunities provided by educational authorities are published both as books and on the Internet.

The websites are kept up mainly by the careers and recruitment services. They have both lists of job seekers and jobs and self-service tools for customers to use in their career planning.

*CIMO*: printed and digital publications, WWW services, information days about studying and training opportunities abroad, a telephone helpline.

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

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

In general, the material is intended for the use of all people who need information about educational opportunities, jobs, occupations and working life. The materials aimed at young people are used in comprehensive schools during counselling lessons and individual and group sessions. There is also material available for counselling in upper secondary and vocational schools.

In employment agencies a part of the information material is public and suitable for a wide range of user groups. Typical services for different user groups include:

- descriptions of occupational domains and individual occupations by the labour administration: general material, primarily intended for young people entering the labour market for the first time and wishing to compare different alternatives;
- the job and labour market training registers of the labour administration: primarily aimed at adults already in work who are looking for alternatives to career development and replacement;
- materials on educational opportunities produced by the educational authorities, targeted at anyone looking for educational alternatives or labour market training;
- careers and recruitment services, aimed at people who have completed a qualification or a degree and looking for a job.

*CIMO*: end users (e.g. those seeking information about studying and training opportunities abroad); postgraduates and academic researchers; professionals in the field of education, training, the labour market, the youth; national and international authorities and so on.

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

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

##### *Educational settings*

Information on educational programmes is collected by the educational authorities from separate reports and from experts in the field. Every educational institution produces information about the education and training opportunities and programmes that they offer. This information is collected and presented in guidebooks and at Internet sites by the National Board of Education and presented also at the labour administration sites. In 2002 the educational institutions will update their data by using a browser within the databases managed by the National Board of Education.

### ***Labour administration***

The domain and occupational descriptions prepared by the labour administration are produced by editors who

- familiarise themselves with the existing material, research in the field, committee reports and other basic data.
- locate the relevant main expertise (trade unions and the other organisations of working life) and interview the experts. When needed the interviews can be carried out at the workplaces people representing the occupational domain in question.
- acquaint themselves with the foundations of the education that prepares people for this particular domain by listening to experts on educational planning.

Many occupational descriptions are also completed by interviewing someone working in the occupational field being covered, with the interviewed talking about their work and about what they think about it. Interviews may be found both in guides to an occupational domain and in videos about individual occupations.

**CIMO:** CIMO's information services, which incorporate the Euroguidance activities, use both its national and international contacts and networks and other information providers to gather the relevant data.

ANNEX 5: Request for an Information Inventory of National/Regional Databases on Learning Opportunities.

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

Descriptive occupational and labour market information produced by the labour administration is upgraded often enough (at least every three years) to keep the material up to date. (This will not always be possible because of scarce resources). The education and training material will be updated by the educational authorities when required by changes in the educational structure.

The careers and recruitment services of the educational sector are developed on a continuous basis in collaboration with business and industry and the labour administration. The information in the guidebooks to educational opportunities is updated every year. The information produced on the Internet is updated on a continuous basis. There is an effort to ensure the currency of the information by following the changes taking place in working life and by studying how these changes affect the need for different educational programmes.

**CIMO:** The information material produced by CIMO is brought up to date regularly with a frequency that varies from annual updates to revisions of materials every 2-3 years.

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

The usability of the Opintoluotsi service will be evaluated by the University of Oulu. Additionally, The Ministry of Education has opened a service at <http://www.oppilaitosluotsi.net/> ("educational institution pilot") to serve educational establishments and providers of education and training services by helping

them to enhance the visibility of their web information. This service is a part of the Opintoluotsi project (<http://www.opintoluotsi.fi/english/>).

The provision of descriptions of the contents of occupations and occupational domains was developed by the labour authorities over the last few decades as a function of vocational guidance. The present form of this provision has been designed for the purposes of structuring descriptions of the electronic occupations and occupational domain.

User-friendliness and usability in terms of user needs have been checked mainly by gathering feedback on the material. There is a separate space for feedback on the websites at users' disposal. General client feedback on information and guidance services is collected from all employment offices every second year.

CIMO: Most information materials produced by CIMO are available in Finnish and Swedish to Finnish users and in English to foreign clients. CIMO has carried out Customer satisfaction surveys focusing on, for example, CIMO's Information Centre and the WWW services offered by CIMO.

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

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

The National Board of Education puts out 13 publications every year describing the education delivered at different levels of the educational system and giving instructions for the application process. The number of copies is 600000. The publications are distributed to educational institutions, employment offices, garrisons and libraries. Every student in the last grade of comprehensive and upper secondary schools are sent the publications they need in applying for the next stage of their education. All the information published by the National Board of Education is also available at the relevant websites.

Free copies of guides printed by the labour administration are distributed to schools (comprehensive schools, general and vocational upper secondary schools) and to public libraries and garrisons.

- Videos produced by the labour administration are sent to employment offices with video equipment. Schools can buy them from a firm producing them. They can also be borrowed from employment offices and from the publication office, Inforviestintä, of the central organisation of Finnish employers, a part of their Economic Information Office.
- The websites are accessible to everyone on the Internet.

CIMO: information is distributed to schools and tertiary institutions and to organisations providing guidance and counselling services in education and the labour administration

## **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 only major actor within the private sector (employers' organisation) is the Economic Information Office (TaT), which disseminates knowledge about industry, and its affiliate Inforviestintä. The Economic Information Office has a great deal of co-operation with schools, which are the main target of its information dissemination activities.

There is no commercial production of occupational knowledge in Finland.

Some organisations provide material for targeted groups depending on the interests of the organisation. There is a portal for study counsellors featuring publicly produced material, OPO-opas (Study Counsellor Guide) which is designed by a careers guidance practitioner. The portal will be merged with a national gateway. (See <http://www.narpes.fi:8000/Finsk/index.htm>.)

The information produced by the media, such as *Helsingin Sanomat*, the biggest daily newspaper in Finland, covers available jobs and provides instructions for applying for a job at (<http://www.oikotie.fi>).

### **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.*

Not at the moment. As was mentioned earlier, the private sector (the organisations of working life) has an important role as an expert in the process where the labour administration produces its occupational descriptions.

### **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.*

The share of labour market knowledge.

The descriptions of occupational domains and occupations produced by the labour administration contain the following information about the labour market:

- descriptive knowledge about factors influencing employment prospects and development.
- information about vacancies available in and job seekers registered at employment offices (on a national scale and in every survey of regional labour market trends).
- actual quality criteria or instructions for outside producers have not been defined because there is no commercial production of labour market data outside the labour administration. The labour administration has its own analyses of what subjects should be presented in the descriptions of occupations and occupational fields.

Besides the Ministry of Labour, statistical information is produced in Finland by Statistics Finland. Statistics on education and students are gathered also by the National Board of Education.

## 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.*

In comprehensive and upper secondary education, the funding for guidance services is included in the total educational services budget.

Guidance services and the production of career information are financed from the government budget both in educational institutions and in employment services. Information, guidance and counselling activities are based on legislation related to the ministries responsible for education and employment services.

Some special services provided by employment offices are liable to a fee charged from the private enterprises using them. These services might include counselling mainly as a part of outplacement services to enterprises.

The Euroguidance network is financially supported by the European Commission DG for Education and Culture through the Leonardo da Vinci programme (2000-2006). In addition, as the Finnish Euroguidance Centre CIMO receives funding from the national authorities, the Ministry of Labour and the Ministry of Education. These funds available for the Euroguidance activities are to a great extent used for producing and disseminating information on studying and training opportunities abroad. CIMO coordinates the production of and disseminates these information materials.

### **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?**

Basically, all the guidance services provided by employment agencies and educational institutions are free of charge. The national authorities will be pursuing this policy also in the future. Some individual upper secondary education institutions (e.g. colleges of social welfare and health care) require students to take personality tests as a part of the institution's enrolment procedure. The average cost for students has been about 50 euros. Some polytechnics used to have the same procedure, but the new Polytechnics Act (653/2001) decrees that after August 2001 no polytechnic may charge students for enrolment.

The new web-based national career information portal (the Opintoluotsi facility) is planning to provide citizens with some customised services using mobile technology. According to the project plans, the users would be asked to pay for these customised services.

**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.**

Finnish legislation makes the National Board of Education responsible for updating and maintaining the following national databases related to guidance issues

- the application and enrolment system for upper secondary education
- the application and enrolment system for polytechnics in Finland
- the application and enrolment system for universities in Finland (known as the HAREK register), a real-time, web-based personal data register.

These databases have the personal details of 263 000 applicants. Maintaining the systems costs € 894 790 (FIM 11 274 000) annually. The cost per individual applicant is € 7.2 (FIM 43).

As a whole, the educational sector has no quantitative regulation of counselling, meaning that there are very considerable variations in the volume of counselling provision and the quality of counselling delivered. Because of this, there is very little national expenditure-related information available without conducting an additional survey.

The Ministry of Labour has systematic data only on the costs of the counselling activities, sampled three times a year, when a "report to the management" is drafted. The costs for client counselling (=completed counselling assignments) and for network-based co-operation are calculated separately.

**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.*

The Ministry of Labour has no easily available data, but the main features are as follows: The costs are calculated mainly according to the expenses of the activities, that is, in terms of the use of a certain item and the corresponding transferable allocation. The proportion of career counselling and planning services in the given item is calculated on the basis of working hours. In this procedure, every official in the employment offices and, if necessary, in the regional labour departments records the distribution of working hours during one week.

The average per cent of time allocated to counselling has been as follows:

1997	10,4 %
1998	9,5 %
1999	9,6 %
2000	8,7 %
2001	6,6 % (this is not official yet!)

These figures illustrate the time allocation for career counselling among vocational psychologists. Career counselling activities include preparatory work before the counselling discussions, counselling discussions, testing, analysis and consultation, referrals.

The resulting record shows the relative proportion of the two categories of counselling activities and their corresponding proportion in the total costs. The expense of the services mentioned in Section 10.3 can be calculated from this proportion. In January – April 2001 the expenses were as follows:

- client counselling/completed counselling assignments about € 160 per client
- other network-based co-operation about € 210 per contact/negotiation and so on.

Additional information on the costs of guidance and counselling within the educational sector is provided in ANNEX 7.

**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.

### ***Educational settings***

As regards educational institutions, only student counsellors working in comprehensive school have a national salary scale. Among student counsellors salaries are related to each counsellor's qualifications and the type of contract entered into by the counsellor and the individual school. The following information on student counsellors' salaries is based on the survey by Lairio & Puukari & Varis (1999), where 438 student counsellors provided information on their pay grades. The tables indicate salaries paid on 1 February 2001.

The lowest pay grade was C38 (€ 1304 – 1492), the average pay grade C57 (€ 2143 – 2726) and the highest pay grade C67 (€ 3158 - 4034).

	Starting salary	After 15 years	After 18 years
Lowest pay grade for student counsellors, C 38	€ 1304	€ 1633	€ 1666
Average pay grade for student counsellors, C 57	€ 2143	€ 2673	€ 2726
Highest pay grade for student counsellors, C 67	€ 3158	€ 3955	€ 4034

Of the counsellors 27 per cent were in pay grades C51 - C55, about 9 per cent in pay grades C61- C67. Principals acting as part-time counsellors had the highest salaries.

Pay grades for student counsellors, amount of student counsellors in each group (%)	Starting salary	After 15 years	After 18 years
C 38 - C 45 (2.3 %)	€ 1304 – 1492	€ 1633 – 1868	€ 1666 – 1905
C 46 - C 50 (3.7 %)	€ 1525 – 1679	€ 1909 – 2102	€ 1948 – 2144
C 51 - C 55 (27.2 %)	€ 1722 – 2037	€ 2156 – 2551	€ 2200 – 2602
C 56 - C 60 (58 %)	€ 2084 – 2358	€ 2610 – 2953	€ 2662 – 3012
C 61 - C 67 (8.9 %)	€ 2441 – 3158	€ 3056 – 3955	€ 3117 – 4034

The following tables describe the range of salaries among practitioners in comprehensive schools. Their salaries vary depending on their qualifications and the nature of the local contract. According to the Finnish Association of Guidance Counsellors, in the future there will be a lack of certificated counsellors unless the increased demand for careers services is taken into account by increasing counsellors' salaries in new employment contracts.

Pay grades based on qualifications	Below C54	C55-C59	C60 and above
Certificated counsellors	13 %	61 %	26 %
Non-certificated counsellors	71 %	24 %	5 %
Total	19 %	57 %	24 %

Pay grades based on the terms of service	Below than C54	C55-C59	C60 and above
Permanent post holders	12 %	61 %	27 %
Temporary post holders	56 %	33 %	12 %
Substitute post holders	64 %	36 %	none
Salary based on weekly hours	100 %	none	none
Total	19 %	57 %	24 %

***Labour Administration:***

In employment agencies a career counselling psychologist is required have the training of a Bachelor of Psychology or corresponding qualifications. The amount of work experience does not affect the starting salary, but the salary paid is always connected with the post in question. The salary system includes various additional systems, such as a system of pay increments according to the number of working years (a raise is paid after 1, 4, 8, 11, 15 and 18 years of service, 5 per cent in the beginning, 2 per cent after 18 years). Moreover, individual extras can be paid according to each counsellor's qualification.

The salaries of vocational guidance psychologists in employment offices are usually in the pay grades A20 - A22:

	Starting salary	After 15 years	After 18 years
Vocational psychologist, pay grade A 20	€ 1717	€ 2150	€ 2190
Vocational psychologist, pay grade A 22	€ 2034	€ 2343	€ 2547

## 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.**

Currently there are no formal standards for careers services at national level. However, there are many parallel national initiatives related to quality issues. Additionally, many higher education institutions describe their careers service provision in terms of institutional quality standards.

1. The delivery of careers education and guidance in comprehensive and upper secondary education was evaluated in 2001-2002 by the **National Board of Education**. The evaluation is focusing on the effectiveness, efficiency, impact and cost-effectiveness. The analysis will be on individual, institutional, municipality and system levels. On individual level the evaluation related to guidance impact is focusing for example, how students are meeting the guidance goals, how prepared they are for transition processes and career management, how they are conducting self-assessment processes. On institutional level the impact issues are related to the functioning of the educational system. For more details see annex 11. Additionally, careers and recruitment services in secondary-level vocational education establishments will be monitored in spring 2002.
2. The Finnish Higher Education Evaluation Council assessed careers guidance services in spring 2001. Altogether, 23 higher education institutions participated the audit. The same questionnaire was completed both by staff members and students. Afterwards students were able to comment on staff members' answers and vice versa. After this, an external audit group visited 10 institutes. As a whole, the audit was a learning process for many institutions that promoted a wider discussion around guidance issues at institutional level. For more details of the targets and criteria see annex 4.
3. **The Ministry of Education** established in spring 1999 a workgroup to monitor counsellor training. The intention is to consider counsellor training, its quality and the quantitative need for it in the years to come.
4. In launching the Opintoluotsi (Study Pilot) project the Ministry of Education paid special attention to the information available in various media. The growing amount of advertising and educational marketing provides very variable information about what a given training programme really comprises, that is, what are its goals, content and approaches. The new names adopted for programmes and institutions for marketing reasons may well confuse potential customers. In April 2002 the Opintoluotsi service will provide a single WWW location offering information on education and training (E&T) provision in Finland. The service will allow users to gain an overall picture of the wider range of E&T available and find what suits them best.

While the range of information to be made available is being developed, users' need for it and their real application of it are being studied in several research projects related to the Opintoluotsi project. The support service for educational institutions at <http://www.oppilaitosluotsi.net> opened in spring 2001, enabling upper secondary and tertiary education institutions to find information and advice on and help with their own information provision over the Internet.

Among important partner groups contributing to the development of the Opintoluotsi services are networks of professional study counsellors, guidance practitioners and advisors operating in various sectors of public administration. The Asiantuntijaluotsi (Expert Pilot) (<http://www.asiantuntijaluotsi.net>) portal provides these expert groups with a resource. It is also a support service for professionals, which offers users an information package, selected and classified with the help of experts, on Internet-based resources related to counselling and guidance work. The [asiantuntijaluotsi.net](http://www.asiantuntijaluotsi.net) site will also include interactive databases on practical project work and research, a talent bank of practitioners, bibliographies and listings of scientific publications, summaries of legislation and administrative regulations related to counselling, and an on-line calendar of continuing training courses and current events. Further, the service will have search facilities for looking up evaluated and recommended counselling and guidance links and advice on how the Opintoluotsi service could be used most efficiently in a counsellor's day-to-day work.

1. In 2001 the **Ministry of Education** set up a three-year study promotion and support project to find ways to help polytechnic students with their studies, to prevent dropping-out and to help with career guidance. The project team is seeking good practices and measures to deal with the following issues: raising the study completion rate and ensuring reasonable completion times; finding ways to prevent unnecessary dropping-out; helping students to choose the right career; and finding ways of improving student motivation.
2. In the last decade the **Ministry of Labour** introduced continuous quality development projects at every level of the labour administration. The approach has been holistic and focussed on labour services in general but also on developing the organisation and work units, management systems and so on as a whole. Regionally and locally there have been many individual and also small-scale quality development projects. In 2000 the labour administration introduced its own version of the EFQM Excellence model (European Foundation for Quality Management) at every level of the organisation. In this connection there have been a few projects also in the field of information, guidance and counselling services, some of them supported by the Ministry.
3. **The Centre for International Mobility**, CIMO, collects and evaluates feedback from its end users on how satisfied they are with the services provided by CIMO. In addition to customer satisfaction surveys covering individual CIMO services, the next large-scale customer satisfaction survey will be carried out in 2002. CIMO has regular contacts (telephone, e-mail, meetings, appointments etc.) with the representatives of the National Advisory Group (NAG) of the Finnish Euroguidance Centre (see Section 3.4.) to ensure that the objectives set for the Euroguidance activity are being met. CIMO is in regular contact also with the national authorities funding the Euroguidance activity in Finland to enable them to monitor and evaluate the performance of the Euroguidance team; these discussions are a part of a quality assurance mechanism intended to ensure guidance counsellors working in the educational and employment sectors the best possible support in questions of international mobility. CIMO has also participated in the quality assurance process initiated by the Ministry of Labour.

4. **The Association of Finnish Guidance Counsellors** promotes the discussion on quality guidance by commenting on key national policy decisions. It is also represented in key national and regional expert groups in the field of guidance.

**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?**

The Trade Union of Education in Finland (OAJ) demands that in order to guarantee students' individual right to adequate career guidance, comprehensive and upper secondary schools with at least 120 students should have a permanent student counsellor's post. Additionally, the student-counsellor ratio should not exceed 200 students per one full-time counsellor. In 1997 the average ratio was 272 students for one counsellor. For more details, please see question 2.3. Moreover, the Trade Union of Education emphasises that the needs of local vocational education networks should also be taken into account when deciding about the use of existing guidance resources.

In the last two years the Ministry of Labour has developed, in 2-3 projects monitored by it, service standards mainly for job-seeking services but also for guidance services. Staff from all levels of the labour administration were involved in the work of these projects. It was decided, however, in 2000-2001 that only the standards for services to job seekers (job-seeking plans should reach a certain standard level of quality) would be evaluated annually as a part of the system of management by results. This approach has not, however, been found satisfactory and will not be used in 2002.

The Finnish Association of Guidance Counsellors and the Finnish Psychological Association have approved a set of ethical and professional standards to govern guidance services.

**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?**

The labour administration has no special standards for competencies. The Finnish Psychological Association has an initiative for establishing standards for the services provided by their members. According to the association, these could be applied also in employment offices. Please see ANNEX 9.

Additionally, we refer you to the answer to Section 6.5.

**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?**

*Educational settings*

The formal requirements to be met by student counsellors are laid down in the relevant legislation (576/1995, §15 and 986/1998, §6, §11, §15). A certificated counsellor must have a master's degree (160 credits), with the main subject either education or educational sociology including a module on counselling (35 credits). The pedagogical studies required for qualification as a teacher are also included in the training programme. The counselling certificate can be obtained by completing a work-based programme (35 credits). To be eligible, applicants for this programme must have a master's degree and pedagogical training.

In vocational education institutions counselling can be given by staff members without counsellor training if they have the qualifications for teaching in that particular institution.

In higher education there are no formal requirements for careers services staff.

### ***Labour Administration***

The legislation regulating the employment offices includes formal requirements only for vocational guidance psychologists. Ever since the establishment of counselling services, staff responsible for vocational guidance and careers planning services have been required to have the qualifications of a vocational guidance psychologist. No corresponding qualification requirements exist for educational and vocational information services or employment services. Most people providing these services do, however, have a degree from a polytechnic or a university although this is not a formal requirement.

There has been a great deal of discussion on qualification requirements, especially in connection with changes in the structure of the relevant posts, for example when posts were established for employment counsellors a few years ago to help with job-seeking services. Different groups of officials and decision-makers have different ideas of qualification requirements. Generally there have been no attempts to question capability based on competence acquired at work rather than formal qualifications. In recent years the reform of job seekers services in employment offices, the more difficult clients to be served today, and efforts to improve the effectiveness of services have led to a discussion about the shortcomings in the expertise of some groups of employment office staff. This in turn is linked with qualification requirements. More generally, it has been felt necessary to develop services in a more guidance-oriented direction, which would require new expertise of all customer-service staff.

More information on training and qualifications can be found in ANNEXES 8 and 9

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

There are no specific guidelines concerning standards for the quality of career information. However, The Finnish Information Society Development Centre (TIEKE, <http://www.tieke.fi>) is co-operating with the Ministry of Education on how to achieve interoperability among different systems providing educational information. One project is exploring how to apply nationally the international standards related to ICT in education.

Collaborating with Statistics Finland, the National Board of Education has also approved a standard which will make it easier to transfer information about upper secondary education programmes to various stakeholders. This standard is applied in a web-based tool (Nukonet at <http://www.ois.pp.fi/nuko/nukonet.html>), which helps students with the construction of individual study plans for their upper secondary education.

The Ministry of Education has launched an ESF project for 2000-2006 which is to provide various forms of support to help people discover education and training (E&T) opportunities and encourage them to use the services available so as to meet their own individual needs (<http://www.opintoluotsi.fi>). The information to be disseminated through this Opintoluotsi service will be gathered from national databases and the websites of educational institutions. The project is also helping educational institutions to find ways of improving the quality of career information at their institutional websites. An additional aim is promoting the usability of Opintoluotsi in co-operation with educational institutions. The staff of educational institutions will be introduced to the main principles of the service and how it can benefit their

activities and help them market their educational provision. Educational institutions will be encouraged to construct and maintain WWW pages compatible with the Opintoluotsi service. In addition to helping educational organisations develop their WWW pages in a way that will further improve the functioning of the Opintoluotsi search service itself, the institutions will also be offered more in-depth expertise in networking issues and the Internet.

One of the key functions of the support service will be co-operation with other Finnish network services and promoting compatibility between future educational services and the Opintoluotsi facility. The growing use of the Internet is leading to a rapid increase in the number of educational network services. Indeed, one of the aims of the WWW support services is to help these educational organisations build even more user-friendly services.

**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.*

1. The Finnish Association of Guidance Counsellors is an organisation of guidance counsellors from different schools and other educational establishments. It has also institutions and organisations as auxiliary members. There are also regional branches. The main objective is to provide the members with high-quality guidance and counselling and up-to-date information. The association encourages the continuing development of ideas, practices, research and counsellor training. An additional objective is to promote communication between persons and organisations involved in educational and vocational guidance. The association has also active co-operation at local, national and international level. It has representatives in many national bodies.
2. Most counsellors employed by the labour administration belong to some trade union. Vocational guidance psychologists, for example, belong to the Finnish Psychological Association, which is a organisation promoting also the professional development of its members. The association has a special section for this group and organises many types of activities such as, for example, further training courses, discussion about ethical standards, working groups covering issues of concern and so on.
3. In the last two years there have been two national workgroups in operation. On the initiative of the Finnish Association of Guidance Counsellors, the Ministry of Education set up, in spring 1999, a workgroup to monitor counsellor training. The intention is to consider counsellor training, its quality and the quantitative need for it in the years to come. Members have included representatives of various counsellor training units and officials from the Ministry of Education and the National Board of Education and also two representatives of the counsellors themselves. The workgroup prepared final report that presented its recommendations, it was published in September 2001. Training units have annual meetings to discuss current topics.
4. Another national co-operation group, appointed by the Ministry of Labour in spring 1999 for a term of two years, is concerned with young people's vocational guidance,

employment services and educational guidance. The group, co-operating with schools, is now nearing the end of its term and will present views on and development proposals concerning the following subjects among others:

- co-operation on youth education and guidance during transition to working life among counsellors in comprehensive schools, upper secondary schools and vocational institutions (vocational guidance, vocational and educational information services, employment services for young people;
- developing the careers and recruitment services offered in vocational schools and polytechnics and co-operation with employment offices.

The group will also present proposals for projects intended to prevent the social exclusion of young people finishing comprehensive school, for the dissemination of good practices developed by projects to the educational and labour administrations, and for promoting databanks, information systems and electronic communications that support counselling and the assessment of development needs. A further aim of the workgroup was to support the development and exchange of information about local and regional co-operation in counselling by arranging seminars and advisory sessions.

5. The Asiantuntijaluotsi (Expert Pilot) (<http://www.asiantuntijaluotsi.net>) portal serves as an information source for experts in the field, educational and training institutions and students. The aim is to provide a web-based platform for national guidance networks. The portal supports the professional development of careers service practitioners and strengthens co-operation on counselling and guidance among different governmental bodies and administrative sectors. Another aim is to promote the professional use of Opintoluotsi and of Internet-based career information resources and services in general. The Asiantuntijaluotsi portal is a part of the Opintoluotsi service (<http://www.opintoluotsi.fi>).
6. The Ministry of Education has supported specialised training for psychologists in the University of Joensuu (<http://psykonet.jyu.fi/special/work.html>). The focus has been on psychology of work and organisational psychology. The participants will obtain a licentiate degree in psychology, a requirement for new posts for specialised psychologists established by the Ministry of labour.
7. The central employers' organisation and to some extent the trade unions engage in the production of information material supporting career planning and in the development of counselling activities and of continuing education for counsellors. Such education is frequently planned in collaboration with representatives of the labour administration and the educational administration, with experts from the field, such as the Finnish Association of Guidance Counsellors, also contributing.

In recent years especially, a considerable amount of career information and guidance materials has been created because there is a threat of a shortage of workers in many fields. With recruitment in mind, the materials produced include attractive brochures, videos and information available from WWW pages. Competition is visible in, for example, the way in which affluent trade unions and associations mount high-profile campaigns at great expense.

**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.**

The National Board of Education invites representatives of practitioners, training units, researchers and the Finnish Association of Guidance Counsellors to take part in expert groups which are preparing the national guidelines for guidance in comprehensive and upper secondary education.

Within the labour administration guidance workers and trade union representatives might participate in policy development projects in their field, negotiations and so on, but the Ministry has the main responsibility for issues involved in policy development.

The Finnish Association of Guidance Counsellors is represented in the National Advisory Group monitoring CIMO's Euroguidance activities.

The training units are involved in policy development through research activities. They sit in working groups on counselling policy and provide advisory opinions.

## 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?**

1 In employment agencies vocational guidance and career planning services are open to all citizens whatever their background. Because demand for services exceeds customers are inevitably selected to some degree. The main criterion used is the client's need for guidance, which is always assessed individually and on the basis of the concrete situation. No economic, social or other factor in itself establishes a client relation, but the possible guidance process will be agreed upon together with the client when their need for service is being assessed. All data on guided clients is entered in the labour administration database. By searching the database is it possible to get information about the clients and their service process. For each client, the background information to be registered covers such particulars as age, gender, nationality, general and vocational education, occupation, possible disabilities or health limitations. As regards these factors, we are able to consider the development of the client structure from the beginning of 1999 at least, even if information about most individual variables has been gathered for statistical purposes over a longer period. There is, for instance, follow-up information about client groups covering the last 10 years categorised according to gender, age, labour market status and disability, which suggests that clients over 25 years of age are increasingly predominant in customer age structure.

2 The centre for International Mobility, CIMO, has the following statistics available:

- the number of telephone calls to the helpline (including information about where the customer is calling from);
- the number of people visiting the Information Centre (customer satisfaction surveys also include information on, for example, the customers' educational background);
- the number of information enquiries (by e-mail, fax, regular mail);
- the number of WWW-service users and the number of digital information items downloaded by customers;
- the number of in-service training events and the number of participants in these events.

Digital services have established their position as an important tool in the delivery of services. However, the demand for personal services has also remained constant. The Ministry of Labour collects data from ~~the~~ employment offices on the number of enquiries they receive about studying and training opportunities abroad.

3. Statistics Finland provides information about the placement on the labour market of people who have completed their studies, but this is not very detailed.

4. According to current legislation, municipalities must evaluate their provision of education. The evaluation of guidance is a part of this evaluation process. The results are available locally. In 2001 - 2002 the National Board of Education is evaluating the guidance provision in comprehensive and upper secondary education.

5. The University of Jyväskylä guidance counsellor training unit has made a follow-up study of school counselling in 1990 - 1998. The results showed that there has been an increase in the proportion of school counsellors' working hours devoted to individual counselling and a decrease in the time used for classroom sessions. Consequently, due to the shortage of resources for counselling, fewer students now have access to the individual guidance and counselling that they require. School counsellors have begun to target individual counselling at those students with the most deficient life management skills. In addition, successful and socially balanced young people who have problems with their studies and career choice often actively seek counselling on their own. The problem is that many shy students do not receive the counselling they need.

## **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?**

1. During the process of developing the Opintoluotsi service, the expectations concerning and demand for careers information among the users are being evaluated by the developers. The researchers collect data both from the end users and the practitioners.

2. The labour administration has not made any comprehensive report about citizens' guidance needs. It is possible to assess the situation indirectly by examining the demand or what is known as guidance on call. This means that a client's request for guidance is met by giving them an one-off telephone session, an option available since 1994. Demand grew strongly at the beginning, but during the last three years the number of clients using this service has plateaued at some 20 per cent of the total number. There has been no systematic follow-up of clients queuing for guidance. This year, however, data on their numbers will be gathered at the end of April, August and December. A client's guidance expectations are ascertained at the beginning of each guidance process. Ordinary statistical follow-ups will yield only a very rough picture of client expectations – a general description of what kind of choices the client was facing when they decided to seek guidance. A feedback inquiry among the clients every two years will shed light on their perceptions of the services they have been receiving. In 2002 employment offices will introduce a new system for gathering feedback on service quality, where this feedback inquiry will be conducted annually with a view to developing the services.

3. The data described in Section 12.1 makes it possible to clearly identify trends in demand for information and changes in these trends. The provision of services will then be adapted, as well as possible, to clients' changing completely new needs, for example by launching a new information product or service. Also, the National Advisory Group monitoring CIMO's Euroguidance activities offers a forum for assessing any changes in information demand.

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

1 It is difficult to find a reliable method of measuring the success and effectiveness of guidance. In the labour administration the ordinary compilation of statistics on its activities is accompanied by examinations of how far the plans worked out by clients are what are termed active solutions – for instance, plans for entering education or plans for finding work – and of, on the other hand, how often there has been a failure to achieve such an active solution. In such cases the client's plan will lead to retirement or the client has been referred to other assistance systems or the guidance process has been broken off.

There are occasional follow-up studies of how far clients have succeeded in carrying out their plans according to what has been agreed on during the counselling process.

2 In higher education, a link has recently been established between student retention and completion of studies on the one hand and guidance issues on the other.

3 For upper secondary and tertiary education there is data on students gaining entry to labour market or finding a student place for further studies after completing a qualification or degree. In some individual educational institutions a link has been found between guidance and the practical workability of individual study programmes.

For an example see ANNEX 6.

### **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.

#### ***Labour Administration***

Within the labour administration, the following studies have been conducted:

##### *1 The costs of providing information, guidance and counselling services*

The costs are calculated annually in connection with the Ministry of Labour's management report. No in-depth studies of the subject have been made.

##### *2 How costs vary as a function of the type of service and the characteristics of clients*

The guidance processes delivered for certain client groups demand many counselling sessions and eventual supplementary investigations (for example of health limitations) and co-operation with other authorities. In general, it can be said that the older the clients are, or the more health limitations there are to be considered, the more the guidance service will cost.

##### *3 How the outcomes or benefits of information, guidance and counselling services relate to their costs*

No calculations exist.

4 *How the benefits or outcomes of information, guidance and counselling services are related to the type of service provided and the characteristics of clients*  
Unable to answer.

### ***Educational sector***

As regards the educational sector, no current data is available to answer this question at national level without additional surveys.

**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.**

There have been studies covering individual services, but no comprehensive comparative studies of the impact of careers services have been made in recent years. These are examples of the individual research projects : Lerkkanen, J. 2002. Educational and career choice problems. The relationship between dysfunctional educational and career thoughts, and the success of Polytechnic studies and the students' need for guidance, Vehviläinen, S. 1999. Structures of Counselling Interaction. A Conversation Analytic Study of Counselling Encounters in Career Guidance Training. University of Helsinki. Department of Education., Pirttiniemi, J. 2000. School experiences and educational decisions. An examination of the effectiveness of comprehensive school from the student's point of view. University of Helsinki. Department of Education. Research Report 168., Helander, J. 2000. Learning in Solution Oriented Therapy and Counselling. University of Helsinki. Department of Education. Research Report 169.

**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?**

The counsellor training units conduct also research in the field of guidance. Among the foci of research on counselling conducted at the University of Joensuu are: 1) education, gender and the life course (For example: Kasurinen, H. 1999. Personal Future Orientation: Plans, Attitudes and Control Beliefs of Adolescents Living in Joensuu, Finland and Petrozavodsk, Russia. Publications in Education, N:o 53.) 2) gender-sensitive counselling (Korhonen, P-K., 1998. Gender, life course and counselling, University of Helsinki, Publications of Vantaa Continuing Education Centre 14.) 3) workplace counselling 4) ethics of counselling. The University of Jyväskylä has made a follow-up study of counsellors' work in different settings. Additionally, individual postgraduate students focus on guidance issues in the field of education or psychology. Individual studies have been carried out with a focus on policy issues.

The labour administration has no separate research centres specialising in guidance services. Research is pursued mainly by individual researchers engaged in postgraduate studies in the field, preparing their thesis and so on. Many vocational guidance psychologists have continued their studies in this way, partly supported by funding from their employers (their research is often oriented towards psychology, sociology, education and so on).

The Ministry of Labour supports research and evaluation studies by funding research projects that examine key issues of labour market policy. The funding targets mainly universities and their research activities, but individual researchers are also supported. A few studies funded by the Ministry have focussed on guidance and counselling work and methods, for example: Vähämöttönen, T. 1998. Reframing career counselling in

terms of counsellor-client negotiations. An Interpretive Study of Career Counselling Concepts and Practice. University of Joensuu. Publications in Social Sciences, N:o 34 and Lahti, R. 2001. Transferences in counselling relationships. Ministry of Labour. Research on Labour Politics N:o 227.

Projects funded by the EU's European Social Fund produce many systematic evaluation studies. Many ESF projects concerned with the promotion of employment also deal with information, guidance and counselling services. As a result, there is a considerable amount of research on them.

The research activities of CIMO have included studies focused e.g. on the motivation of international exchange students choosing Finland as their place of study and on finding out about their experiences about studying at Finnish higher education institutions. This research has also provided information about the guidance and counselling services as seen and experienced by foreign students during their course of study in Finland.

In June 2001 a national web-based bibliography on guidance and counselling was opened at: <http://www.asiantuntijaluotsi.net/bibliografia/>.

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

See Section 12.5. Research in general on labour market policy is appreciated, especially evaluation studies of labour market programmes. The field of information, guidance and counselling services has not been especially prioritised as a subject of such research. ESF-funded evaluation studies are considered useful, especially because they are systematic and of a high standard.

The most recent reform in the educational sector regarding legislation governing the qualifications of guidance counsellors working in comprehensive schools and upper secondary education institutions was carried out at the end of 1998. The preparatory work for the reform drew on some of the findings of national projects for developing counselling.

### **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 labour administration has taken no specific measures. The National Board of Education or the Ministry of Education have occasionally commissioned the training units or the Institute for Educational Research to conduct national development or research projects related to guidance issues.

## 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.