

# OECD REVIEW OF CAREER GUIDANCE POLICIES



## DENMARK

### NATIONAL QUESTIONNAIRE

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# Preface

This report to the OECD-study "Policies for information, guidance and counselling" has been produced in co-operation with representatives from The Ministry of Education, R.U.E. (The Danish National Council for Educational and Vocational Guidance, DA (The Danish Confederation of Employers), LO (The Danish Confederation of Trade Unions) and FUE (The Danish Confederation of Guidance Counsellors). These representatives have contributed with information, ideas and opinions relevant for the completion of the questionnaire.

The report is made by the national coordinator of the activity, Steffen Svendsen of DEL (The Danish Institute for Educational Training of Vocational Teachers) in collaboration with associate professor Lisbeth Højdal of DEL.

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# OECD-questionnaire

## Section 1. Overview

### 1. Arrangements for information, guidance and counselling in Denmark

Information, guidance and counselling in Denmark is offered in 27 different services<sup>1</sup> linked together in a decentralized structure and each referring to specified target groups. All these guidance services have individual codes of practice closely linked to the different settings. The managing and funding of the services, thus corresponds with the overall frameworks and goals, consolidated in Acts and other regulations, within the specific sectors. In a presentation of the overall arrangement for educational and vocational guidance in Denmark The Danish National Council for Educational and Vocational Guidance (R.U.E) states:

“The structure and scope of a guidance service vary because a great deal of responsibility is decentralised to both regional and local bodies. In a number of cases, decisions on the range of guidance activities offered can be made by the individual guidance service institution. Therefore, individual institutions and their respective heads of service can influence actual service provision within a particular type of guidance service.”<sup>2</sup>

Historically the Danish guidance and counselling system<sup>3</sup>, is rooted in services connected to the employment service system. It is characterised and shaped by an ongoing growth of new services and an increasing number of guidance and counselling practitioners. The growth of services primarily happened in the 1970's when the implementation of services in most parts of the education system took place.

The major public service providers are:

- 1) Educational institutions, monitored by the Ministry of Education
- 2) The Public Employment Service, monitored by the Ministry for Employment and responsible for the services targetted at union-organised unemployed people, and adults in general
- 3) The social system, monitored by the Ministry for Employment, but provided by the municipalities in the guidance and counselling services targetting unemployed people outside the Trade Unions

The services are submitted to different political goals and objectives, depending on the sector they are linked to. Subsequently, the 27 different services have different orientations, which roughly can be described according to the following categories:

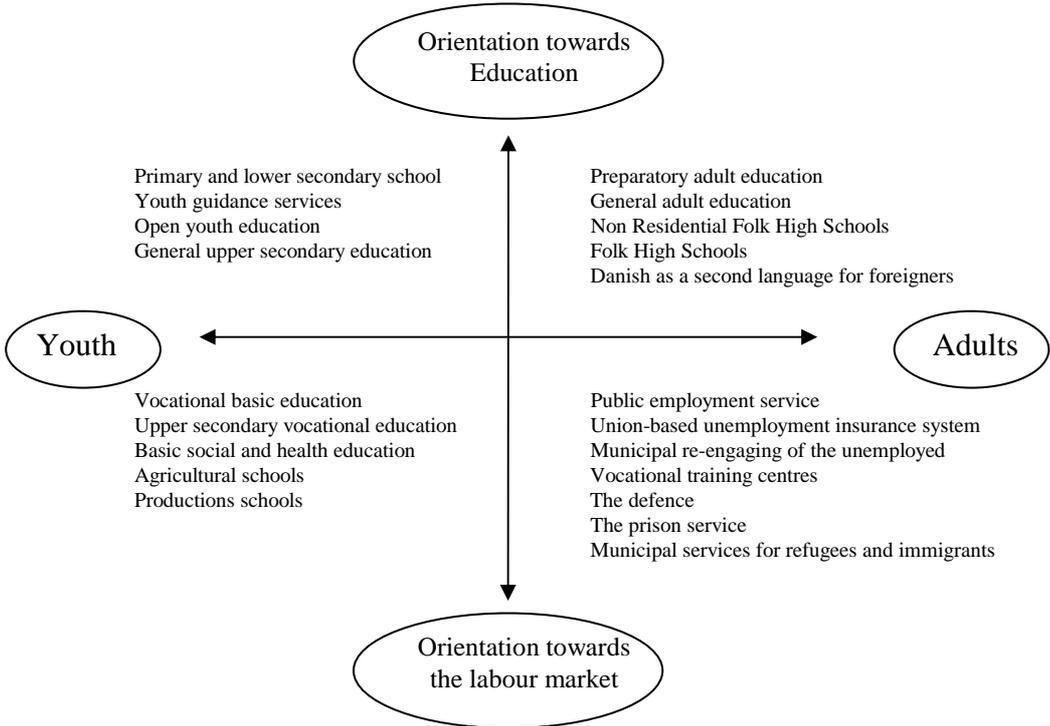
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<sup>1</sup> Description of the services enclosed in annex 1

<sup>2</sup> Educational and Vocational Guidance in Denmark, R.U.E., 2001 p.7

<sup>3</sup> The booklet “Fodfæste –Dansk uddannelses- og erhvervsvejledning 1886 – 1996”, by Peter Plant presents the historical development of guidance and counselling services in Denmark (R.U.E., 1996)

Overview of the Danish guidance services <sup>4</sup>



<sup>4</sup> Educational and vocational Guidance in Denmark, R.U.E., 2001

## **Section 2. Key goals, influences, issues and initiatives**

The key feature of the Danish guidance and counselling system is that services take place in a decentralised structure regulated by a number of different authorities. Like other parts of the public sector, the guidance services are submitted to the managing principles that forms the mainstream concept of monitoring and steering public services in Denmark.

Consequently the majority of guidance services are managed according to the principles of management by objectives. This means that the Government defines the overall goals of specific activities, by means of Acts or other sorts of regulations. More specific goals within a specific guidance service concerning funding, service-requirements, activities etc., will be found in Ministerial orders.

Subsequently goals and objectives in guidance and counselling services are expressed at different levels of national regulation, and by a variety of different stakeholders.

### **2.1. Key objectives and goals of national policies for information, guidance and counselling**

The key objective in Danish guidance and counselling provision is consolidated in the Act on Educational and Vocational Guidance<sup>5</sup>. According to this Act:

“Educational and vocational guidance shall serve the purpose of the individual person’s preparation for and choice of education or occupation”<sup>6</sup>

The Act expresses the political objective of offering access to educational and vocational guidance services for all people and states furthermore that services are offered by Public Employment Services, Schools and other Educational institutions. Additionally the Act describes the role of the Danish National Council for Educational and Vocational Guidance (R.U.E.).

According to the Act, R.U.E. plays an important role in the national coordination and development of guidance and counselling. Among other things, R.U.E. is responsible for the provision and distribution of national information materials which in the self-concept of R.U.E.:

“.... aims to ensure that guidance in Denmark, is given on a platform of uniform quality”<sup>7</sup>

Due to the decentralized structure of the Danish guidance system, a variety of factors are, however, shaping each individual service. Goals and objectives within the different guidance services are expressed in various Acts and Ministerial orders covering specific target-groups or sectors. In that sense the goals of the different guidance and counselling services are embedded in policies concerning different sectors either in labour market administration or in the education system.

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<sup>5</sup> Act No. 276 of 10 June 1981 on Educational and Vocational Guidance, as amended by Act. No. 288 of 24 April 1996

<sup>6</sup> [r-u-e.dk/english/act.htm](http://r-u-e.dk/english/act.htm)

<sup>7</sup> European Handbook for Guidance Counsellors”

The consequence of this decentralized and sectorized structure is that it is not possible to identify political goals or political strategies of guidance and counselling services as such.

Key goals and objectives have to be traced within different sectors and authorities. In the following goals expressed by the two major national authorities in relation to information, guidance and counselling services, the Ministry of Education and Ministry for Employment, are presented :

### Goals formulated within the Education System

The overall goals and objectives of Danish educational policy up to November 2001 when Government changed are encompassed by the strategy of Education for All. In 1993 the former Minister of Education, Mr. Vig Jensen introduced the concept "Education for All" (Uddannelse Til Alle). The main goal of this concept was that all young people, as a minimum, should achieve education at upper secondary level.

"On our way to Education for All, the subgoal is that 90 -95% of all young people finishes an upper secondary education in the course of the nineties, and that the rest are guided towards a self-supporting life"<sup>8</sup>

In the Education for All concept educational and labour market policies are linked together, and guidance and counselling services are seen as a safety-net especially for young people threatened by drop-out or lack of attendance in non-compulsory education.

"An effective and wellfunctioning guidance system is a precondition to the ensurance of education for all."<sup>9</sup>

School leavers and young people about to leave compulsory education should receive guidance in order to understand the importance of attending non-compulsory education.

Currently the Education for All strategy is expected to be revised as a consequence of change in Government in November 2001, but it has shaped the goals of the educational reforms implemented from 1993 to 2001.

The connection between the Education for All strategy and specific measures in the field of guidance and counselling is illustrated in the case of guidance within compulsory education.

As follow up on the reform in the primary and lower secondary education (1994) general use of individual education plans for all young people was implemented.<sup>10</sup> The Ministry of Education introduces the Ministerial order about individual action planning as follows:

"The Ministerial order has to be understood in connection with the Government goal, that as many young people as possible are enabled to choose and access youth education. This calls for a strengthened guidance effort."<sup>11</sup>

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<sup>8</sup> Uddannelse til alle, UVM 1993 si.26

<sup>9</sup> UTA – Annex p. 3

<sup>10</sup> Bekendtgørelse om uddannelsesplaner i Folkeskolen

<sup>11</sup> Introduction letter to municipalities and counties, UVM 2000)

The goals of the Education for All strategy are also integrated in reforms in other educational areas as compulsory education. In 2000 a reform was implemented in vocational education. Launching this reform, the Ministry of Education argues.

“The suggested reform is a significant contribution to the realisation of the Government goal, that 95% of a youth generation should finish upper secondary level.”<sup>12</sup>

Among other elements the reform introduces mandatory use of individual education plans for students in vocational education. The individual plans are introduced as a new tool in guidance provision and serve to enhance the student’s ability to make more conscious and well founded choices. Subsequently the more solid choices of education made by the students should increase their level of motivation and decrease the drop out rate.

In August 2001 the Ministry of Education publishes a report <sup>13</sup> on cross sectoral guidance. The report presents suggestions and recommendations regarding guidance and counselling services within the education system.

In this report the goals of Education for All and the objectives of guidance and counselling are presented in connection with the proposal of a renewed organisation of guidance for young people:

“..The establishment of a new youth guidance organisation at municipality level will contribute to improve the quality of the guidance offers, and hereby support the goals that as many people as possible continue in and accomplish an education at a certified level.” <sup>14</sup>

The report presents a number of goals regarding guidance activities and emphasizes the importance of a well functioning and coordinated guidance system:

“Guidance and counselling services shall contribute to ensure that young people make more solid founded choices, when they enter a specific educational course, and hereby contribute to a reduction in the drop out rate and the amount of students changing between different courses.” <sup>15</sup>

Guidance and counselling are seen to contribute to clarification of options and pathways for young people towards their individual career goals. Neutral guidance is additionally expected to contribute to a decrease in the number of “wrongly made” choices by young people and a reduction of drop out from various courses.

Subsequently, goals for the guidance services in educational settings are closely linked to the policy framework of the education system. Guidance services within the youth education system <sup>16</sup> will be influenced by the general policy of youth education, and the guidance services connected to adults, by the overall goals of Danish educational policy in relation to lifelong learning.

### Goals formulated within the Labour Market System

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<sup>12</sup> Udkast til betænkning over Forslag til lov om ændring af lov om erhvervsuddannelser.....

<sup>13</sup> Rapport om tværsektoriel vejledning – opfølgning på B 131

<sup>14</sup> Ibid, p.18

<sup>15</sup> Ibid p. 90

<sup>16</sup> A brief overview of the Danish Education System can be found in annex 4

In 1999 R.U.E. published the book "Guidance Perspectives in the 21th Century". The book presents a number of ideas by different experts and practitioners about the development of guidance and counselling in Denmark.

The former Minister of Labour, Mr. Hygum, formulates a set of opinions on the challenges that will meet the guidance system in the future. In this article he defines guidance services as closely linked to the labour market policy:

"First and foremost I therefore understand guidance as an instrument that can be used in solving the tasks of labour market policy. And yet a very important instrument. Because guidance plays a major role related to the qualifications of the future work force".<sup>17</sup>

Since 1995 the National Labour Market Authorities have introduced a new concept of guidance and counselling, as a consequence of the goals and objectives in the labour market reform.

"Guidance and counselling are strategically important instruments in the labour market policy, which has the overall objective to prevent destabilisation on the labour market"<sup>18</sup>

In this document guidance and counselling services are understood as tools in the labour market policy. The labour market oriented guidance and counselling is defined as follows:

"Guidance is labour market oriented in the sense that guidance is anchored in a labour market situation, and as such, integrated in the principal goal of the labour market policy, which is a well functioning labour market"<sup>19</sup>

From a labour market policy point of view guidance and counselling services are embedded in goals formulated in the national labour market policy. The more specific goals are connected to the implementation of personal action planning for unemployed people in order to re-integrate them into the labour market.

"To achieve the most optimal impact of the unemployment prevention efforts, it is a precondition that unemployed are offered guidance... prior to the establishment of the action plan..."<sup>20</sup>

As another example guidance and counselling services are embedded in policies formulated in the area of training which is a key component of the active labour market policy:

"Training for adults, unemployed as well as in jobs, is becoming an increasingly important part of the labour market policy"<sup>21</sup>

The Ministry of Labour was changed to the Ministry for Employment as a consequence of the change of Government at November 27<sup>th</sup> 2001.

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<sup>17</sup> Vejledningsperspektiver i det 21. Århundrede, RUE 1999

<sup>18</sup> Arbejdsmarkedsorienteret vejledning - strategiske indsatsområder i AF' vejledning, Arbejdsmarkedsstyrelsen 1995

<sup>19</sup> ibid p. 17

<sup>20</sup> ibid p. 24

<sup>21</sup> ibid p. 15

## Goals formulated within the social system

In Denmark the social system forms a financial safety net, stretched under unemployed people without trade union insurance<sup>22</sup>. As an integrated part of the general social services targeting people unable to support themselves, guidance and counselling services are offered in order to facilitate social clients journey back to employment.

The overall objective of the Danish Social policy are shaped by the priorities, goals and objectives defined by policymakers within general Government policy. The Ministry for Employment set up strategies and methods aiming at helping individuals in difficult situations to integrate or reintegrate to the labour market and to become self –supportive. These strategies are implemented by the municipalities in the cases of people who are not covered by union-based benefit schemes.

”It is the Governments vision, that more individuals are included in the work force and become a part of the social life at a workplace. In order to make that happen, we need a labour market that is more inclusive”<sup>23</sup>

The main objectives of this new national approach are:

- a) maintain positions for persons in jobs and for individuals, who are in danger of being excluded for reasons as illness, age or ethnic background
- b) to create new jobs for individuals being long term unemployed or having reduced working capacity.

In connection to these goals, a number of suggestions are launched, one of these suggestions involves new jobservices at municipality level.

“The Ministry of Social Affairs are about to finish a paper on how (the municipalities) can establish new jobservices.....The regional Labour Market Councils (RAR) are to implement a special jobservice for groups of unemployed, with the involvement of other actors.”<sup>24</sup>

With this proposal links are established between social policy and labourmarket policy, and steps are taken towards a unified system in the public jobservice.

From November 27<sup>th</sup> 2001 a number of areas from The Ministry of Social Affairs were moved to the Ministry of Employment.

In summarizing the key goals of the national policies for information, guidance and counselling it could be stated, that the national policies of education, labour and social affairs increasingly impact guidance and counselling provision.

Furthermore, the Government report “Brug for alle” on the development of an inclusive labour market represents the ambition of considering educational policy, labour market policy and social policy as interrelated issues.

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<sup>22</sup> Lov om Social Service

<sup>23</sup> Brug for alle – Danmark 2001 og et mere rummeligt arbejdsmarked

<sup>24</sup> Ibid p. 11

## 2.2. The major social, educational and labour market influences

The major influences currently shaping national policies are to a certain extent presented in section 2.1. in the sense that goals are set up in order to address a number important influences in society. These major influences can be categorized under the following headings:

- A) Demografic changes
- B) Drop-outs from the education system
- C) Marginalized target groups, including ethnic minorities
- D) Educational gaps, especially in relation to adults with no formal qualifications.

### A) Demografic changes

One of the major challenges facing policy makers is the demografic changes in the Danish population. These changes are similar to the changes of other European countries:

“The demografic development, with an increasing amount of elderly and fewer people at a work capable age, will in itself cause a decrease in the workforce.”<sup>25</sup>

The demografic changes are a potential threath to the structural balances on the labour-market, and, at the same time, it increases the pressure on the education system. These challenges are met by The Education for All strategy and strategies to improve lifelong learning.

These strategies call for new approaches in educational and labour market policy and brings guidance and counselling services in focus. Services within the education system are facing challenges by students with more complex and different needs, for example adults who have not participated in education or training for many years.

The Government points at an increased cross sectoral cooperation, which includes companies, educational institutions, job services and the social system. The report ”Brug for alle”(note 23) presents a number of initiatives, like specially designed jobs for persons with decreased workcapacity and increased flexibility regarding working hours in private companies. The overall goal is to make the labour market more inclusive.

### B) Drop-out from the education system

Drop out from the education system has been a major theme throughout the last three decades. Especially throughout the nineties a number of campaigns<sup>26</sup> have been launched from the Ministry of Education, with the intention to make the educational institutions more focused on handling the drop out problem. Especially the vocational colleges have been at the core of the drop out discussion, and a number of surveys have been done in order to gain knowledge about the phenomena<sup>27</sup>.

The challenges facing the guidance and counselling services are twofold. On the one hand guidance arrangements in general are influenced to promote participation in training and

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<sup>25</sup> Nyorientering af arbejdsmarkedspolitikken, Arbejdsministeriet 2001 p.2)

<sup>26</sup> Among others: “Jagten på frafald”, UVM 1993-95

<sup>27</sup> Among others: “Hvorfra faldt de fra? – FoU- publikation nr. 25, UVM 1995  
“Horfor falder de fra i Århus”, UVM 1994

education which will put an emphasis on information activities for the target groups reluctant to participate. On the other hand the political goal of Education for All will change the profile of the students due to wider participation. Adults who have been out of education for many years will reenter the education system, and the number of young people from the potentially marginalized groups will increase.

Institutions will receive more "difficult" students and educational institutions by means of guidance and counselling services are encouraged to enhance the effort to prevent students from dropping out.

Also the patterns of educational preferences among young people underline the need to solve the drop out problem. The national employers organisations are arguing that we are facing a potential gap between the future demands on the labour market, and the number of students enrolled in the vocational education courses in general.

Drop out issues are therefore targetted in the reforms, newly implemented in the education system. These reforms have made courses more flexible and individualised and at the same time more inclusive for different target groups. This trend creates as well a growing need for information, guidance and counselling and it calls for new approaches in guidance and counselling provision. Students have more options to choose between and need to be assisted constantly in their route through a certain programme.

The report on cross sectoral guidance addresses some of these issues and suggests a revised structure of guidance and counselling services within the education system.

### C) Marginalized target groups, including ethnic minorities

Marginalization of people in relation to the world of work is considered an important threat to the stability and growth of society. In the Government report, referred to in chapter 2.1, the marginalized in terms of employability are categorised as:<sup>28</sup>

1) *The marginal group*, which is the group of unemployed with long term unemployment as their only problem, and

2) *The social group*, which is the group of unemployed with other underlying problems in addition to lack of employment.

The marginal group can be considered an important target group for information, guidance and counselling in the sense that these services can contribute to support this target group in relation to education, training or work.

The social group is primarily targetted by the social system as described in 2.1. and will have to have resolved their underlying problems (illness, addiction, mental health problems) before becoming a target group for information, guidance and counselling.

The Government strategy is to promote an inclusive labour market, which:

"...offers room for individuals who at certain levels are unable to meet the standard require-

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<sup>28</sup> Ibid p.41

ments of job performance and normality.”<sup>29</sup>

The target group of the report is policy-makers and managers at all levels of public services and private enterprise. The aim is to achieve a combined effort to increase the number of individuals in the work force and to prevent social exclusion.

#### D) Educational gaps, especially in relation to adults with no formal qualifications

One of the major influences shaping recent educational reforms is the present gap between qualification demands in the labour market and the general educational level in the Danish population. The Ministry of Labour has recently published a paper which states the goals and objectives of a New Orientation of the Labour Market Policy:

“Despite the positive development, there are still groups in society having difficulties with being fully integrated in the labour market. This is, in particular, difficult for immigrants and their descendants and older unemployed persons.”<sup>30</sup>

The Ministry of Labour refers to earlier surveys showing that both on the job training programmes and additional training increase the job possibilities of the individuals. In the employment scheme, immigrants and other potential marginal groups as long term unemployed are defined as special target groups.

In order to meet the needs of these groups and to meet the demands for qualifications in general, a new reform on Adult Education and Continuing Training in Denmark<sup>31</sup> is presently being implemented in Denmark. One of the main objectives of this reform is:

“To improve opportunities for those with the lowest levels of education. Courses for adults in general subjects, such as reading, spelling, mathematics ”<sup>32</sup>

In order to promote these learning activities for adults an information campaign has been initiated at central level, including targetted printed information made by R.U.E. and a series of national television programmes.

### **2.3. The most important issues facing policy makers in Denmark**

The most important issues in guidance and counselling provision facing policy makers in Denmark can be described as follows:

- a) Cross-sectoral coordination
- b) Quality, efficiency and neutrality in guidance and counselling
- c) Access and transparency
- d) Adults and the goals in the “Life long learning” scheme
- e) Qualifications of guidance and counselling professionals

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<sup>29</sup> Brug for alle - danmark år 2010 og et mere rummeligt arbejdsmarked, p. 7

<sup>30</sup> Nyorientering af arbejdsmarkedspolitikken, Arbejdsministeriet 2001

<sup>31</sup> Adult Education, The Danish Government, [www.uvm.dk](http://www.uvm.dk)

<sup>32</sup> Adult Education and Continuing Training in Denmark, The Danish Government 2001

### a) Cross-sectoral coordination

One of the major issues facing policy makers in Denmark is the challenge of coordinating the sector divided guidance and counselling system. In the report from the the Ministry of Education (see chap. 2.1) on cross sectoral guidance, it is stated:

“Several studies made in recent years has proven that we have to do with a fragmented system which not in any sufficient way enables us to view the guidance system as an integrated whole”

<sup>33</sup>

The Report refers to R.U.E.’s paper on counselling in the future <sup>34</sup>. R.U.E.’s paper states that it is necessary to focus more on cross sectoral development disregarding existing structures and procedures. The Report comments on institutional dependency of services:

“The weakness in the institutional dependency can be that of a missing coherence across sectors. To the person seeking guidance this can cause difficulties as to get a clear picture of the guidance system and to figure out where to look for help”.<sup>35</sup>

A number of national surveys have pointed out the need for a higher level of education for guidance and counselling professionals across sectors. This issue is specifically covered in sub-section (e).

These reports emphasise the advantages gained from establishing one cross-sectoral training programme for counsellors:<sup>36</sup>

- Better use of common counsellors’ experiences
- Guidance services separated from institutional objectives and perceptions, within the different educational areas
- Widened perspective among counsellors in very specialised areas
- Stronger cooperation between counsellors across the different educational areas
- More efficient use of resources
- Stronger professional environment

### B) Quality, efficiency and neutrality in guidance and counselling

Quality issues have been a theme of discussion in Denmark since the late eighties, when the Ministry of Education started a Quality Enhancement Scheme, the so-called KUP-project. The KUP-project was a set of quality development projects, with the objective of enhancing the quality of a number of specified areas within the education system.

A KUP-committee on guidance and counselling was established as part of this project. The work of the committee was to make a survey on guidance and counselling services within the education system. Among other things, the committee was asked to investigate possible priority-

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<sup>33</sup> Rapport om tværsektoriel vejledning p. 4

<sup>34</sup> Oplæg om fremtidens vejledningsindsats

<sup>35</sup> Rapport om tværsektoriel vejledning p. 52

<sup>36</sup> Ibid p. 75

and quality-problems in the guidance system. The result was a report <sup>37</sup> describing quality issues in Danish guidance and counselling provision.

The KUP-report identifies a number of problems derived from structure and priorities and suggests future quality development according to “quality indicators”.

“The counsellor shall be entitled to be objective and neutral....honesty, openness and credibility are the foundation of quality in counselling”<sup>38</sup>

The KUP-report also focus on connections between qualifications of counsellors and the general quality of services.

“Professionalism and quality are closely linked concepts.....Professionalism is essential in discussions about quality in guidance and counselling”. <sup>39</sup>

As a follow up on the KUP-report, the Ministry of Education implemented an Action Plan in 1994. The Action Plan included an improved effort to strenghten the individual counselling, the cross sectoral cooperation and the education for counsellors. <sup>40</sup>

The recommendations of the KUP-committee and the implementation of action plans served as a source of inspiration to the formulation of Ethical Guidelines for Educational and Vocational Guidance, published by R.U.E. in 1995. The ethical guidelines follow up on many of the issues discussed in the KUP-report and state that counsellors’ code of ethics must be the core issue in a debate about quality in guidance and counselling. The key issues of the ethical guidelines are as follows:

- *respect, independency, openness, confidentiality and objectivity* <sup>41</sup>

In addition to the specific topics of the ethical guidelines the need for a comprehensive initial education for counsellors and the access to further education for all counsellors was regarded as highly important.

In 2001 R.U.E. published a document on ”Guidelines for the development of quality in guidance and counselling”. In the foreword R.U.E. states

“There is no single formula as to what good quality in guidance counselling is...” <sup>42</sup>

R.U.E. suggests that each specific service discuss and agree upon quality criteria and that the guidance services work according to self evaluation principles. The process of self evaluation can serve to:

- focus on the processes as well as the individuals participating in guidance and counselling

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<sup>37</sup> Uddannelses- og erhvervsorientering - kvalitet i uddannelse og undervisning

<sup>38</sup> Ibid

<sup>39</sup> Ibid p.

<sup>40</sup> Handlingsplan for uddannelses- og erhvervsvejledning; UVM 1994

<sup>41</sup> Etik i vejledningen - etiske retningslinier for uddannelses- og erhvervsvejledning, R.U.E. 1995

<sup>42</sup> Udkast til retningslinier for kvalitet i vejledningen, R.U.E. 2000

activities

- evaluate work procedures
- establish new knowledge about specific services, based on facts
- put emphasis on counsellors' qualifications and the professional development of services
- focus on internal organisational issues within provision
- evaluate the use of financial resources in guidance and counselling services.

### C) Access

The decentralised and fragmented structure of guidance and counselling can cause problems for clients and potential clients in the sense that it is difficult to identify where to get the most relevant support to specific issues.

Recent discussions have therefore focused on more compulsory cooperation between the different guidance services and a closer link between guidance offers in different sectors. One of the results of these discussions are the compulsory cooperation now implemented between compulsory education and educational institutions offering youth education on young people's transition and the individual action-plans of students (see section 2.4).

In the Report on cross-sectoral guidance the problems of adequate targetting of the guidance and counselling efforts are pinpointed:

“.....it is a question whether or not the schools are able to point out the students with the greatest need of guidance and counselling”<sup>43</sup>

### D) Adults and the goals in the "life long learning" -scheme

A major reform of the vocational and continuing training system for adults (VEU-reform) is currently being implemented in Denmark.

The reform has three main objectives:

1. To provide relevant education and continuing training offers to adults at all levels, from low-skilled to university graduates
2. Improving opportunities for people with the lowest levels of education, and
3. More efficient use of resources

One of the results of this reform is a more comprehensive individualized and flexible approach in educational arrangements for adults and a string of more flexible training offers for adults.

In relation to guidance and counselling this set-up of new training possibilities calls for new approaches in order to meet the needs for information, guidance and counselling of all adults.

### E) Qualification of guidance and counselling professionals

The qualifications of guidance and counselling professionals have been discussed for many years – recently in the ministerial report on cross-sectoral guidance.

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<sup>43</sup> Rapport om tværsektoriel vejledning p.9

“The qualifications of counsellors through education is essential, in order to professionalize the counselling offers.”<sup>44</sup>

During the last twenty years a number of proposals have been made on the initial training of guidance and counselling professionals, which today is handled in 22 different arrangements.

There are<sup>45</sup>

...a total of 22 different courses within the following categories:

- *Established courses* – characterised by the existence of a formal framework, which for the major part means legal regulation.
- *Regional courses* - mostly set up on the initiative of the Regional Guidance Committees, and without a legal foundation. These courses are financially dependent on regional priorities.
- *Other types of courses* – developed by a specific institution or organisation. These courses are not subordinated to any legal regulations.

Most of the above mentioned earlier proposals have aimed at establishing a unified system for the initial training of guidance and counselling professionals supplemented by suggestions to establish continuing and higher education possibilities for guidance and counselling professionals.

The most recent initiatives addressing education and training courses for guidance and counselling professionals are the ”Adult guidance and counselling course”, which was implemented in 1998, the Diploma-course in Adult Counselling and Career Development, implemented in 2001 and the Masters programme for guidance professionals from the upper secondary education sector initiated in 2001.<sup>46</sup>

## **2.4. Recent initiatives and changes**

This section contains a presentation of the most recent initiatives and changes regarding the organisation, management and delivery of information, guidance and counselling services. The chapter is structured according to specific sectors, starting with the most recent report on educational and vocational guidance in the Danish education system.

### A) Government proposals regarding guidance services within the education system

The Ministry report on cross-sectoral guidance especially comprises an analysis of existing guidance services within the lower and upper secondary education system, and guidance and counselling arrangements for young people not presently employed or enrolled in education. The report suggests the establishment of 2 new cross-sectoral guidance services.

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<sup>44</sup> Ibid p. 73

<sup>45</sup> Vejlederuddannelser i Danmark – indhold og struktur. R.U.E., 1999

<sup>46</sup> See: “Educational and Vocational Guidance in Denmark, R.U.E. 2000” for a brief description of form, duration and content.

One service anchored in the municipalities, with the purpose of strengthening the coherence and quality of the guidance and counselling services offered to young people in transition between compulsory school and youth education (proposal A).

The other service established as a national organisation with regional centres (proposal B), targeting young people about to enter higher education.

The two proposals are to be understood as supplements to the existing services at the educational institutions.

The impact of proposal A will be that the separate guidance and counselling services at institutional level will be linked together in one organisation. The main objectives of this proposal are:<sup>47</sup>

- Establishment of a coherent guidance offer for young people in all regions
- Improved coordination of the guidance offers
- Transparency of specific guidance offers
- Improved possibility to target the offers to youngsters with special needs in the local area
- Ensurance of mandatory participation in cross-sectoral networks.

Accordingly, the cross-sectoral guidance office will serve to improve the guidance and counselling effort for young people with special needs and it will force the different services to participate in cross-sectoral cooperation. Furthermore, the suggestion includes a stronger involvement of the local society, involving labour market organisations, refugee-centres and other local players.

The objectives of proposal B are presented as follows:<sup>48</sup>

- Future students are offered comprehensive information on all educational possibilities in order to qualify their educational choices and to reduce the dropout-rate in higher education
- Ensure a higher level of coherence in responsibilities for information to the future students.
- Ensure a professional level in the guidance offers and enhance the possibility to identify young people with special needs.

The target group of the guidance service in proposal B is young people presently students in youth education and in the process of choosing higher education. The service will also provide guidance for students who want to make a change in their study, wish to study abroad or are in need of more substantial support in specific areas.

The structure of the suggested guidance service will be one central organisation, set down by the Ministry of Education, with a number of regional centres.

## B) Initiatives and changes regarding guidance within the education system:

### *Primary and lower secondary education (Folkeskole)*

In order to strengthen the individual guidance, mandatory individual education plans have been introduced in the Folkeskole, as part of a change in the national Act on primary and lower secondary education.

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<sup>47</sup> Rapport om tværsektoriel vejledning, p. 13

<sup>48</sup> Tværsektoriel p. 24

Guidance and counselling is now offered to pupils from 6th Grade (12-13 years) and a new topic “Educational, Vocational and Labour market orientation” is compulsory. The topic is supposed to become an integrated part of the school curriculum.

Additionally the non-compulsory 10th Grade (16-17 years) has been made more targeted towards young people and future decisions on continuing education. One element in that process is that the bridge-building courses are offered to all pupils. Bridge-building courses (4-8 weeks of duration) are introducing to educational opportunities for young people and are established in cooperation between schools and colleges. The idea of the bridgebuilding courses is that they can offer first-hand experience and will contribute to more reflected choices among school leavers.

#### *Vocational Upper Secondary Education*

Due to an extensive reform of the vocational upper secondary education (January 2000), new tools in guidance and counselling provision were implemented. The overall objective of this reform is to make vocational courses more flexible, individually organised and targeted towards the different abilities and aspirations of students. One of the features in this reform is the concept of courses offered in smaller modules and according to different learning principles.

“The flexible structure aims to meet students’ different needs, concerning educational and personal capabilities and goals...”<sup>49</sup>

As a consequence of the individualized structure, Individual Education Plans<sup>50</sup> were implemented. Each and every student must be offered options to choose between different pathways, levels, methods and learning opportunities corresponding with students’ individual goals. These personal choices are to be prepared, organised, structured and monitored through the Individual Education Plans.

Subsequently the number of choices each individual student has to make in the course of vocational education is increased, and the need for individual guidance expanded. To address this need, it was suggested that the role of teachers should be redefined and developed. The Tutor model is presently being implemented at the vocational colleges.

It is up to the single college to decide how this model should be developed, but it is common practice that a large number of subject teachers are appointed as tutors and have to deal with a group of students and their learning efforts and to assist the students in the selection of modules. At several colleges the work of the tutors are supported and monitored by the careers professionals at the college.

“The work of the tutor is, therefore, partly to introduce the student to a number of possibilities (modules), and partly to contribute to the student’s awareness of the importance of his or her efforts to develop, and eventually change, the plan. In itself an important learning experience”<sup>51</sup>

This new approach is currently shaping the development of guidance and counselling provision at vocational colleges. New structures and organisational principles are developed at college level. A key feature in the debate is the role and profile of the tutor and the relations to guidance and counselling services. It is commonly discussed at colleges how a coherent service for

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<sup>49</sup> Lov om ændring af erhvervsuddannelse....., bemærkningerne, UVM

<sup>50</sup> Bekendtgørelse om Elevers og praktikvirksomheders retsforhold m.v. i erhvervsuddannelserne

<sup>51</sup> Kontaktlærerens arbejde – lærerroller og helhed. Uddannelsesstyrelsens temahæfteserie nr. 39, 1999

students can be organized integrating the work of the tutors with the work of the careers professionals.

#### *General Upper Secondary Education: “the Gymnasium”*

In general upper secondary education individual action planning is implemented. Young people entering general upper secondary education bring in individual action plans made in cooperation with the counsellors in compulsory education. In the course of general upper secondary education the action plan is revised and at the end of the programme an individual action plan on future career possibilities is set up as a result of the interaction between students and their counsellors.

#### *Higher Education*

One of the newest initiatives in Higher Education is the establishment of 5 regional information centers called IVU\*C . These centres went through a pilot phase and were afterwards evaluated. As a result of the evaluation 4 of the centres were given a permanent status The centers primarily offer information about educational courses at universities and other higher education institutions.

#### C) Initiatives and changes within the Labour-market system

As presented in chapter 2.2. the new concept of labour market policy is a stronger focus on the marginalised or potentially marginalised groups of unemployed people. The new approach follows up on the principles laid out in the labour market reform implemented in 1994, called the active labour market policy.

As a result of various individual needs of this group, the system with an individual action plan are combined with a more flexible system. This offers a more individualized approach to the plans for the reintegration of long-term unemployed to the labour market.

Additionally labour market policy due to a process of regionalization includes strategies towards the local trades and industries and an increased cross-sectoral cooperation. The regional labour market authorities set up their own priorities for services targetting unemployed people reflecting the situation at the regional labour market.

#### D) Initiatives and changes within the social system

The most recent initiatives regarding unemployed people in the social system are the individual action plan presented in the cross-ministerial report <sup>52</sup>, as mentioned in chapter 2.2.

As mentioned in Section 2.1 some of the services of the social system are now monitored by the Ministry of Employment. The impact of this change is not known at present.

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<sup>52</sup> Brug for alle - Danmark år 2010 og et mere rummeligt arbejdsmarked

## **Section 3. Policy instruments for steering services**

### **3.1. Legislation as policy/steering instrument**

The overall legislative steering instrument applied to guidance and counselling in Denmark is the earlier mentioned Act on Educational and Vocational Guidance. This Act of guidance and counselling outlines universal objectives of all types of services.

In addition to the Act the sectors of Education and Labour have set up goals and objectives covering different guidance and counselling services. Some sectors are regulated by laws. In other cases services are regulated by Ministerial Orders or guidelines.

In the education system regulation can cover a whole sector, for example the vocational education and training system containing 80 different courses, or in some cases one specific programme, for example Open Youth Education.

In the labour market system and in the municipalities guidance and counselling provision is regulated in similar ways through national regulation as Acts, Ministerial orders or guidelines.

In general, national regulation in the field of guidance and counselling constitutes the overall and briefly formulated objectives of services. More specific regulation is handled at local level.

### **3.2. Other instruments used for political steering**

Apart from legislation and other types of central regulation other steering instruments are used in order to manage guidance and counselling services. These steering instruments can be characterized as "soft" instruments respecting the overall principle of management by objectives as described in section 2.

*Campaigns* initiated by central authorities are examples of political steering. These campaigns can address specific problems(drop outs in youth education or higher education) or they can address the problems of specific target groups (ethnic minorities, adults with learning difficulties). The outcomes of campaigns are increased focus on specific issues by means of training arrangements for practitioners or publications offering inspiration and new ideas to managers and practitioners.

*Quality development systems* are as national instruments implemented in some sectors (vocational education, employment services). The nature of quality development systems applied to guidance and counselling provision varies, but in most cases there is a high level of local influence on the specific approach to quality issues.

### **3.3. Relations between regulation, funding and provision**

In general, guidance and counselling services are financed by the state through government

grants allocated to regional and local level according to the regulation mechanisms described above. Government grants are in most sectors general financial contributions to service providers who are entitled to make regional and local priorities. This means that resources allocated to guidance and counselling activities can vary across sectors and within sectors according to local priorities.

In the education system the funding of guidance and counselling services is in most cases organized through the national block grants (taximeter) that finances the different education activities at local level. In some parts of the education system (general upper secondary education) financial regulation of guidance and counselling is centralized in the sense that national standards for resource allocation exist. In other parts (compulsory education, vocational education) it is up to local priorities (colleges/municipalities) to decide the amount of money earmarked for guidance and counselling purposes.

A similar system is regulating guidance and counselling services in the labour market administration. Funding is organized through government grants decided at central level. Specific priorities are handled by the Regional Labour Market Councils comprising local and regional labour market stakeholders.

### **3.4 Co-ordinating mechanisms**

The main coordinating organism in Denmark is the Danish National Council for Educational and Vocational Guidance (R.U.E.). The role of the Council is consolidated in the Act on Educational and Vocational Guidance:

“A Council for Educational and Vocational Guidance shall be set up for the purpose of contributing to the development and coordination of guidance activities”<sup>53</sup>

The council includes 23 members. The chairman is appointed by the Minister of Education, and the remaining members represent social partners (7 members), public authorities, guidance counsellors, users of guidance and other relevant parties. The Ministry of Education and the Ministry for Employment are represented by 4 members.

According to the Act R.U.E. offers advice to central authorities on issues concerning coordination of guidance and counselling at national level. R.U.E. has regular contact with fourteen regional guidance committees each of which is responsible for the co-ordination of guidance and counselling activities at regional level.

R.U.E. has initiated *A Survey of the Co-ordination of Guidance – at central and regional level* to be published in May 2002.

The members of the regional guidance committees represent all different guidance and counselling settings at regional level and exchange information and organize and co-ordinate activities at regional level. Stakeholders are not represented in the regional guidance committees.

R.U.E. publishes an annual report of the activities of the regional committees. The report is

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<sup>53</sup> Act on educational and vocational guidance

disseminated to professionals in different settings and to policy-makers and public authorities involved in guidance and counselling provision.

Coordination activities are organized according to the following structure: <sup>54</sup>

Level	Aspect	Labour market and Educational policy	Guidance arrangements
National		National Labour Market Council (LAR), National Labour Market Authorities (AMS), Educational authorities	The Danish National Council for Educational and Vocational Guidance (RUE)
Regional		Regional labour market councils (RAR)	Regional and local guidance committees (VFU)

The effectiveness of the existing coordination mechanisms is currently being discussed.

The weaknesses of the model for coordination is analyzed in the Ministerial Report.

“There are no actually coordination taking place between the different levels and therefore there are no common and united strategy regarding the guidance efforts.” <sup>55</sup>

### 3.5 Barriers related to coordination

One of the main barriers of successful coordination is the sector-divided structure of guidance and counselling provision. Those responsible for the provision refer to different central, regional and local authorities.

“Earlier surveys suggests that guidance and counselling offers have not been sufficiently structured to meet the needs of the group of young people with the greatest needs for guidance. ....(...) . A number of surveys have been questioning whether or not the schools have been able to spot students with a need for guidance.” <sup>56</sup>

The group of young people with the greatest need for guidance are from the perspective of policy-makers especially those who are in danger of dropping out of youth education.

Another major barrier is the impact of the decentralized structure of steering and funding discussed earlier.

“In general, surveys have shown, that the guidance system are characterised by a massive sectoral division and an insufficient coordination, which implicates a lack of coherence in the guidance and counselling system and in the guidance and counselling offers in specific settings” <sup>57</sup>

<sup>54</sup> Educational and Vocational Guidance in Denmark, p. 10

<sup>55</sup> Rapport om tværsektoriel vejledning, p. 25

<sup>56</sup> Ibid p. 9

<sup>57</sup> Ibid p. 91

## **Section 4. The roles of the stakeholders**

The Danish National Council for Educational and Vocational Guidance was established in 1981. R.U.E. functions as an advisory body for the Ministers for Employment and Education on issues related to guidance and counselling.

Since 1981 R.U.E. was accountable to the Minister of Labour, but from November 27<sup>th</sup> 2001 R.U.E. is accountable to the Minister of Education. This change was a consequence of the establishment of a new Government. The implications of the change in accountability routes for the functions of R.U.E. are not known at present (January 2002).

As described in Section 3.4. 23 members form the council. Eighteen members represent the social partners, public authorities and other stakeholders, who has the possibility to influence policies in guidance and counselling.

### **4.1. The role of employer organisations**

All major employers organisations are represented in the Council and have within that framework the possibility of impacting political decisions on guidance and counselling

Additionally employers organisations are represented in the National and the Regional Labour Market Councils and a number of advisory bodies within the education system, for example the Educational Council for Vocational Education, and the Educational Council for Primary and Lower education.

Finally, employers organisations play a significant role as partner of cooperation in national and regional initiatives addressing specific issues or target groups.

### **4.2. Employers organisations' initiatives**

Employers organisations at local/regional level are involved in guidance and counselling activities in collaboration with schools, colleges, higher learning institutes and labour market authorities. Employers offer possibilities for study visits at companies and work-practice periods for pupils and students.

The national employers organisations participate in various national campaigns as responsible stakeholders in relation to learning within companies. These campaigns can be targeting drop out problems among students in company-based learning. They can also address future needs for skills and qualifications among young people and adults.

### **4.3. Employers' involvement in information, guidance and counselling services**

Different trades, industries and larger companies produce and disseminate career information

on job opportunities in specific trades and industries.

Employers are often involved in local and national information arrangements for pupils, students and adults such as exhibitions and fairs exposing career opportunities.

Information arrangements can be set up at educational institutions or as bigger national or regional educational and vocational exhibitions.

Employers organisations additionally participate regularly in guidance and counselling services through regional contact groups (DA's Skolekontakt) set up to meet the needs for specific information about job opportunities in trades and industries. The contact groups co-operate with local educational institutions in order to establish better links between the world of education and the local labour market.

#### **4.4. The role of trade unions**

Similar to the representation of the employers organisations, trade unions are represented in R.U.E., the National and Regional Labour Market Councils and different advisory bodies within the education system

Additionally trade unions play an important role in relation to unemployed members and their reintegration to the labour market.

#### **4.5. Trade union initiatives**

Trade unions' initiatives regarding information, guidance and counselling services vary from one organisation to the other. Initiatives are typically aimed at the specific challenges or problems that are facing members of the specific union. As examples, trade unions offer courses and/or individual services dealing with future career plans for unemployed members.

#### **4.6. Trade unions' involvement in information, guidance and counselling services**

A significant feature of the Danish trade unions are that they operate in a double structure. One part is covering the unemployment insurance system for individuals, and the other part is covering issues in relation to wages, working conditions and training possibilities. All Danish trade unions have by law monitored by the Ministry for Employment an obligation to offer guidance interviews to unemployed members as an integrated part of the activation scheme for unemployed. In that sense trade unions are heavily involved in guidance activities in relation to unemployed people.

The trade unions also regularly promote education and training possibilities for members in the active labour force by means of information, guidance and counselling arrangements.

The nature and the level of involvement will vary from one trade union to the other according to the type of employees they are organising and the specific needs of different groups.

Some trade unions have initiated pilot activities where local shop-stewards act as "educational ambassadors" in relation to colleagues at the workplace.

Likewise trade unions hand out information materials on members' rights and obligations, and possibilities for financial support to training and education. A number of trade unions have piloted web-based information and guidance facilities for all members.

#### **4.7. Political initiatives to encourage other stakeholders**

Other stakeholders, like students associations, organizations of ethnic minorities and women's organizations, are represented in a number of different advisory bodies and in the National Council for Educational and Vocational Guidance.

## **Section 5. Targeting and access**

### **5.1. Target groups and priorities**

Guidance and counselling services in Denmark are in principle targeting all groups of people in the sense that it is possible for all to receive guidance and counselling somewhere in the very complex pattern of guidance and counselling provision.

There are a number of different target groups, though, who are offered special attention.

One significant example is the target group of the Youth Guidance Service who are dealing with young people up to 19 years outside education and labour. This target group is directly contacted by the Youth Guidance Service in order to get these young people back in education or job.

Another example is unemployed people who after a certain period of redundancy are contacted by the Public Employment Service or the Municipality with the aim of setting up action planning on re-entrance to the world of work or further training.

### **5.2. How priorities are expressed**

Priorities are expressed in different ways. In the cases (early school-leavers and unemployed people) described above it is mandatory for services to contact and interact with clients at certain stages.

Another way of expressing priorities is in relation to information material on careers issues. R.U.E. holds the national obligation to develop and distribute career information materials. In the production of these materials a high priority is given to young people in transition from compulsory education to youth education or from youth education to higher learning, because successful transition between these stages is regarded as very important. Careers information are produced to meet the needs of both pupils, students and their families, teachers and the careers professionals and are distributed freely to young people and professionals.

### **5.3. Active steps towards special target groups**

Referring to Section 5.1. special target groups are addressed with special measures. In general, the targeting of special groups within sectors or client groups are handled at local level. It is up to local decision to set up activities in order to meet the needs of special target groups, but local decisions can be influenced by central initiatives, for example campaigns addressing drop-out problems.

### **5.4. Methods referring to specific target groups**

It is not possible to identify a set of methods directly invented in order to meet the needs of

different target groups. A uniform method applied to almost all guidance and counselling arrangements is the use of individual action planning. This method is though involved in different ways in relation to specific target groups. For some groups it is a mandatory activity, for others an option. For some groups it is an activity closely connected to training and specific job options, for others an activity with a broader scope involving general life-issues.

### **5.5. Individuals required to participate in guidance and counselling**

Guidance is only in a few cases mandatory for clients. In 5.1, two examples are highlighted. Especially unemployed people are forced to engage in contact with careers professionals in order to maintain financial support from the trade union or public authorities.

Guidance activities in education can be seen as mandatory in the sense that collective and class-room based guidance arrangements are offered to all students and at certain levels of education are a part of the school curriculum. Individual interaction between clients and guidance professionals normally takes place at the request of the client.

### **5.6. Policy favours - targetted/comprehensive?**

The profile of Danish guidance and counselling provision is characterized by a comprehensive approach. Services are in principle offered for all age-groups, for people in education and training, for unemployed and for people in jobs as well. As described in the chapters above however, the guidance and counselling system includes a number of services targeting specific groups.

### **5.7. Major gaps in the provision of information, guidance and counselling**

In the report on cross-sectoral guidance and counselling, gaps between provision and client needs are discussed.

“A number of surveys made the recent years have argued that the present guidance system are characterised by an extensive sectorisation, insufficient coordination and by a limited effort towards clients’ individual needs.”<sup>58</sup>

In the education system, the report primarily points out gaps in provision for young people:

“These surveys suggest that the counselling services not, in a sufficient way, meet the needs of the youngsters who need counselling the most..... it is a question whether or not the schools are able to point out the students with the greatest need of counselling.”<sup>59</sup>

Other gaps have been identified in earlier surveys in the medium cycle higher education (non-

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<sup>58</sup> Tværsektoriel p. 9

<sup>59</sup> Ibid p.8

university higher learning) where it is up to the local institution to decide on guidance and counselling offers.

Among policy-makers it is currently considered how to establish a web-based national gateway encompassing relevant links to all existing services of information, guidance and counselling.

In relation to services for adults, further gaps are identified in Section 5.8.

## **5.8. Services for adults**

In the labour market system, all adults are offered information, guidance and counselling about career issues. The local offices of the Public Employment Services provide free and neutral guidance on request from clients.

As described in chapter two, a number of regional information centres (IVU-C) have been established in order to provide information to all types of clients, including adults, on possibilities in higher education.

In addition to this service, all institutions offering training and education to adults have guidance and counselling services targeting adults who need information and guidance on specific training and education issues.

Unemployed adults are covered by the services of trade unions, employment services or municipalities (adults without membership in a trade union).

It is increasingly considered that adults in employment are not sufficiently targetted by existing services. The municipalities and the employment service are primarily focused on unemployed clients and are not regarded as appropriate service providers for adults in jobs, and the guidance and counselling offers from education and training institutions tend to be focused on the specific possibilities within institutions.

## Section 6. Staffing

### 6.1. Staff categories

The staff categories involved in information, guidance and counselling activities vary from one sector to another, as described in annex 1 and 2. Likewise, the different staff categories are titled in various ways according to the sector they belong to.

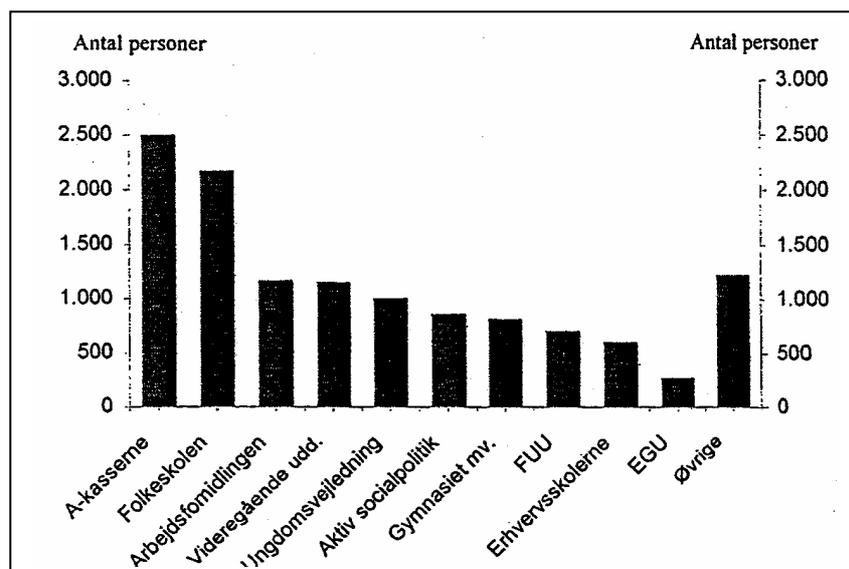
In the Danish education system guidance and counselling professionals in most cases operate as part-time careers practitioners in combination with the teaching profession (compulsory education, post 16-education, general adult education, vocational training for adults). The careers practitioners in these settings all have a teaching background and enter the field of guidance and counselling on the basis of a number of years of teaching practice.

Guidance and counselling services at universities are staffed differently from the rest of education in Denmark. Two types of practitioners operate at universities: administrators at central level who have tasks in relation to general information and guidance on courses of study and enrolment issues as part of their job, and mature students or teachers who on a part-time basis have tasks in relation to specific information and guidance about university courses at faculty level.

In the employment service full-time vocational counsellors are operating alongside placement officers. In the municipalities different staff categories have tasks in relation to information, guidance and counselling: some practitioners cover these activities in combination with a position within social services, others in combination with positions in activation measures. It is up to the single municipality to organize and staff their services.

### 6.2. Number of staff

In Denmark approx. 22.500 persons are occupied with educational and vocational guidance, typically as a part time job. Half of them work in compulsory education (Folkeskole)<sup>60</sup>



Concerning gender, there are great variations across sectors. In general upper secondary education and in general adult education, 50% of the people involved in information, guidance and counselling are female. In the municipalities, in higher education and in education for

<sup>60</sup> Rapport om tværsektoriel vejledning s. 8

immigrants, the majority are female. In vocational education and in the youth guidance services, the majority of practitioners are male.

There are no available data on the age-composition of guidance professionals.

In most cases guidance professionals operate on a part-time basis. In compulsory education, the average amount of counselling hours are 7 hours a week. In vocational education and general upper secondary education, the average amount of hours are between 10 and 20 hours a week.

### **6.3. Education and training required**

In most guidance and counselling services there are no formal requirements of specific education and training for professionals. Only 7 services have specific requirements (by law or ministerial orders) for compulsory training or education for guidance personnel. In other services it is not a formal requirement, yet it is standard procedure that practitioners undertake training and education according to the arrangements set up for the sector in question. In a few sectors (the municipalities and the trade unions) there is no tradition for formal training and education in guidance and counselling.

Most practitioners have participated in initial courses in guidance and counselling, but the format of these courses vary substantially. Most courses are very short (1-8 weeks of training), a few are longer (8 weeks – 1 year). Almost all arrangements are part-time courses run by different providers of training for guidance and counselling professionals.

### **6.4. Types of competencies required**

Guidance and counselling practitioners in Denmark have a variation of educational and vocational backgrounds, as described in annex 3.

In education practitioners will typically have a teaching background and formal qualifications at bachelor or masters level, but within a variety of subjects – some of them more related to the guidance and counselling field than others.

Practitioners in the Public Employment Service are not submitted to any formal requirements concerning educational background, but most of them have bachelor or masters-level, but also within a variety of subjects.

Through initial education and training for guidance and counselling practitioners competencies in communication skills, information management, group work, knowledge about educational and labour market issues, models and theories in the counselling area are developed, but at very different levels and with different priorities between competency areas.

### **6.5. Changing qualifications**

The qualifications of counsellors have been a theme of discussion for several years. It was a critical point presented in the KUP-project in the early 90s as described in chapter 2.1.

One issue is currently dominating the debate:

In the report from the Ministry of Education qualifications of guidance and counselling practitioners are discussed and it is suggested that a new cross-sectoral diploma programme should cover all categories of guidance and counselling practitioners in the field of education. This programme is intended to replace existing sector-oriented training programmes of various duration and at various levels, implying that all practitioners in the future should work on a common platform.

Taken the recommendations of this report into consideration, it is likely that models of qualifying guidance and counselling people will change substantially in the near future.

## **6.6. Opportunities to upgrade**

In principle the various staff groups are offered a number of opportunities to upgrade their qualifications.

Several providers are offering further and continuing training possibilities for different target groups. R.U.E organizes seminars and conferences across sectors. The Danish University of Education (DPU) and The Danish Institute for Educational Training of Vocational Teachers (DEL) are likewise organizing courses, seminars and conferences on different themes. At regional level, learning activities are set up by the Regional Guidance Committees in order to meet regional and local requirements.

Further and continuing training are in most cases optional and involve payment for services. The implication of that is that it is up to local priorities to decide on the amount of further and continuing training offered to practitioners.

## **6.7. Policies to make use of non-professional groups**

It is not possible to identify policies formulated in order to make more use of non-professional groups in guidance and counselling provision. However, non-professionals are engaged in guidance and counselling activities in various ways. Companies and representatives of employers participate in work practice arrangements, older students are involved in information and guidance activities for younger students, etc. These activities are set up by practitioners and networks of practitioners in order to improve the relevance and the quality of services, but not as a response to policies.

## **Section 7. Delivery settings**

### **7.1. Career education lessons in schools**

Separate career education lessons in a strict sense are not a normal part of the school curriculum. Careers issues are integrated into curriculum as a theme which is covered by a number of subjects. Pupils at the latest stages of compulsory education can as an option participate in specific presentation courses organized by post-16 institutions. These courses are targeting pupils who are in doubt about which options to choose after leaving compulsory education.

Pupils who attend the optional 10th grade are offered the so called bridge-building courses, which can be individually designed and consist of a combination of elements from lower and upper secondary education courses. These courses intend to motivate and orient school leavers towards the various programmes in youth education (see section 2.4.).

### **7.2. Alternative ways to integrate career education**

In primary and lower secondary education (Folkeskolen) careers education is integrated with other subjects (in most cases mother tongue) as a topic "Educational-, Vocational -and Labour Market Orientation", which has to be included in the school curriculum. There are no specific number of lessons to be taught, but the Ministry of Education has published guidelines as to how careers issues can be integrated throughout the entire primary and lower secondary education.

### **7.3. Requirements of work experience**

There are no formal requirements of work experience in the school curriculum, but the pupils in 7 - 9 grade (14-16 years) are in general participating in these opportunities to experience the world of work for at least two weeks and in two different companies.

### **7.4. The characteristics of schools services**

The typical career information, guidance and counselling in the lower secondary education is a combination of different kinds of information arrangements, study visits and individual guidance focusing at the individual education plan. The information arrangements are typically organized in cooperation between compulsory schools and institutions of post-16 education. In the education system services can generally be described according to the following quotation:

"The majority of services offer guidance and counselling, partly related to attending the specific educational course, and partly to problems related to the transition between the levels of education and transition from education to working life. Other services have – more or less dominating - job oriented characteristics. Finally some services have a broader orientation, and

offer both educational and vocational guidance”<sup>61</sup>

### **7.5. The characteristics of services provided by the public employment service**

The public employment services are organized in 14 regions, with a different number of local offices. They primarily serve adults who are unemployed or adults who want a change in their careers. They offer information on education, training and jobs, collect and disseminate job opportunities and offer individual guidance and counselling as well.

### **7.6. Guidance counselling services in tertiary education**

The guidance counselling services in the tertiary education system differ according to the type of educational institution. All potential or future students at higher education courses are offered information at the IVU\*C -centres.

At Universities there are both central level guidance services in relation to admission and enrolment and faculty-based guidance services covering issues related to specific courses of studies.

In other types of higher education it is up to local decision whether guidance and counselling services are established or not.

### **7.7. The private sector**

Apart from the activities organized through employers organizations and trade unions there are fairly no private organisations that provides guidance and counselling in Denmark – except for the activities organized for unemployed adults (see section 7.9).

### **7.8. Government steps taken towards private organisations**

The Danish government has not yet taken specific steps to encourage private organisations to provide guidance and counselling services.

### **7.9. Other organisations involved in guidance activities**

The municipalities and Public Employment Service are entitled to outsource parts of their guidance and counselling provision to other organisations. Careers courses for unemployed adults are in many cases organized through contracts with private companies, consultants or other publicly funded institutions and agencies.

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<sup>61</sup> Ibid p. 43

### **7.10. Government initiatives to increase other organisations' role**

The Danish government has not set up initiatives in order to increase other organisations' role in guidance and counselling.

## **Section 8. Delivery methods**

Delivery methods are only in a few cases directly influenced by government policies. The Danish decentralized way of organizing guidance and counselling leaves the main influence to local level.

In the case of information materials, though, R.U.E. as a consequence of Government decision is obliged to develop and distribute information materials on education and jobs for a number of target groups.

It can be stated that on careers information Denmark has a very centralized and policy-based approach. On guidance and counselling provision in general the approach is highly decentralised.

### **8.1. Government policies and influence on methods**

Government policies rarely influence the methods used in the different guidance and counselling services, but in some cases there are direct links between policies and provision. Individual action planning is a method introduced by central initiative in a number of guidance and counselling arrangements and has become an important feature in schools, colleges and the Public Employment Service.

Transition courses for school leavers are other examples of centrally initiated methods implemented in the stages between compulsory education and youth education.

### **8.2. Internet-based information, guidance and counselling**

In 1997 R.U.E. establishes an internet database called Vidar. Vidar encompasses information about all education and training offers for adults.

Most educational institutions offer internet-based information on educational possibilities within the institution.

A private company, Studie og Erhverv, also provides ICT-based information and guidance on educational opportunities and jobs. The programme, Maxi-DUE, with several applications is generally used in schools and colleges as a tool in the information and guidance process.

### **8.3. The use of screening tools**

There are no known examples of screening tools being used in order to match client needs with a specific type of service.

## **Section 9. Career information**

### **9.1. The public sector's role**

According to the Act on Educational and Vocational Guidance, the national council R.U.E. is responsible for producing and distributing career information:

”The council shall be responsible for production and distribution of guidance material within the framework laid down by the appropriate Minister on the recommendation of the council” ([www.r-u-e-/english/act.htm](http://www.r-u-e-/english/act.htm))

The public sector is through the information materials produced and distributed by R.U.E. playing a dominant role in the production of information materials.

### **9.2. Types of career information**

R.U.E. is responsible for the production and dissemination of guidance material aimed at specific target groups, mainly within the educational system and the public employment services. The material is neutral and regularly updated.

Among others R.U.E. produces and disseminates an encyclopaedia (DUEL) about education and occupation in Denmark and abroad. The encyclopaedia is also available on diskette and CD-ROM which are updated every 6 months. DUEL offers a comprehensive description of education and job possibilities in Denmark.

In addition to DUEL, R.U.E. produces and distributes a series of publications (booklets, brochures etc.) specially developed for different target groups, containing targeted careers information about educational offers, jobs, career possibilities and financial issues in relation to courses and training.

### **9.3. Career information and client groups**

The above mentioned encyclopaedia is the main public source of information on education and occupations in Denmark.

R.U.E.'s supplementary publications are primarily covering the needs of the following general target groups:

Primary and Lower Secondary Education  
General and Vocational Upper Secondary Education  
Adults in relation to training.

Information materials within these three categories can be aimed at clients, parents, teachers and guidance and counselling professionals.

Additionally, R.U.E. publishes and distributes information materials aimed at more specific target groups. These can be refugees, other ethnic minorities and unemployed adults.

#### **9.4. Methods used to gather information**

R.U.E. co-operates with Educational Authorities, Labour Market Authorities and practitioners from the various sectors in order to gather information.

#### **9.5. Steps taken to ensure accurate and timely information**

All publicly produced information materials (R.U.E.'s information materials) are handled carefully in order to ensure accurate and timely information. Prior to publication by R.U.E, it is standard procedure that drafts are consulted with service providers, stakeholders and experts.

#### **9.6. Steps taken to ensure user friendliness**

There are no existing uniform procedure to ensure user friendliness in career information. In the case of R.U.E., though, all information materials are being developed in co-operation with different stakeholders and on the basis of close contact with service providers. The on-line information of R.U.E. is designed in order to meet the needs of visually handicapped people as well. Additionally, surveys are done among the users of careers information.

R.U.E. has published *Guidelines for declaration of information about education and training, 2001*.

R.U.E. has initiated *Survey of the the Quality and Userfriendliness of R.U.E.'s Information Material*, to be finished in May 2002. The survey covers all types of information materials from R.U.E. and is done by a private consultancy company. Further comments to this issue are presented in section 11.5.

#### **9.7. Distribution methods**

The centrally produced careers information are distributed in three different ways:

First and foremost, all pupils and students attending education in Denmark are handed out relevant information for free. These materials can also be accessed through employment services and public libraries.

Secondly, careers information are distributed through books, booklets and databases, that are sold to guidance and counselling service providers and others.

Thirdly, R.U.E. and a number of private publishers produce career information materials (books and databases), which can be subscribed to.

### **9.8. The private sector's role**

There are a number of private producers of careers information in Denmark supplementing the official sources. The most important is the company, Studie og Erhverv, specializing in publications and ICT-tools in careers information.

### **9.9. Initiatives to increase the private sector's role**

The Government has not taken any direct steps to increase the private sector's role in providing career information. As mentioned, R.U.E. has the obligation of producing and distributing guidance materials.

### **9.10. How is labour market data included in information materials**

Labour market data on unemployment rates, number of job vacancies are whenever relevant included in R.U.E.'s publications. Data are gathered in cooperation with labour market organizations, trade committees and experts from the Ministries of Education and Employment.

## Section 10. Financing

### 10.1. Methods in government funding

The significant method of funding within guidance and counselling activities in Denmark is described in Section 3.3.. All activities within a sector are typically funded through block grants, with the possibility of making local or regional priorities.

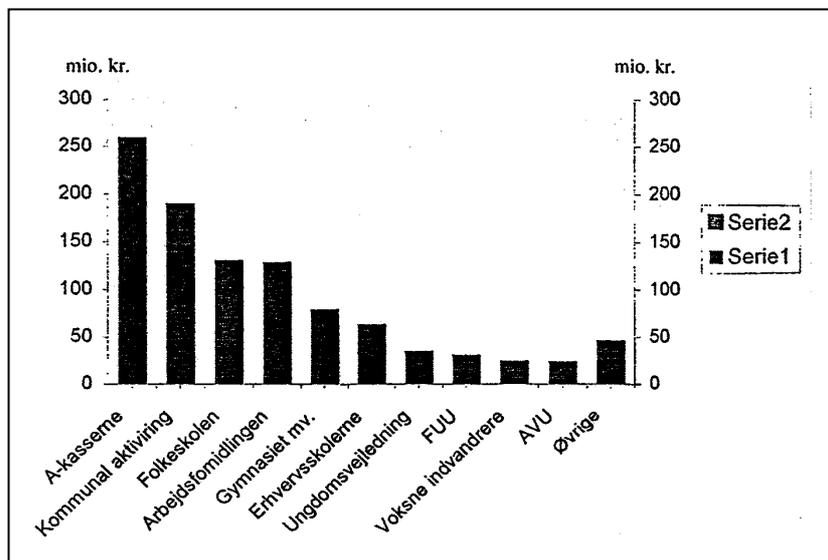
In addition to the block grant system to educational institutions, labour market agencies and municipalities, specific guidance services can be funded directly (IVU\*C).

### 10.2. Individual payments

None of the public guidance offers require any form of individual payment.

### 10.3. Expenditure and costs

The total expenditures on salaries for counsellors in Denmark are estimated to be at least 1 mia. kr.



The figures however underestimate the level of expenditure, due to the fact that it is not including all staff groups and all guidance services. On the other hand a number of expenditures in the Folkeskole not directly targetted at guidance activities are included. The majority of salary expences are publicly financed. A few guidance and counselling services are not financed 100 % by public money. They are services within the trade unions unemployment insurance system which are financed by the members, guidance within the youth boarding schools with 25% government grant and 75% payment by the people attending these schools, and guidance at the private agricultural colleges which is partly financed by agricultural organisations and the state.

#### Estimated other costs

In addition to salary costs, expenses regarding coordinating activities and education and training of careers practitioners should be added ( Section 10.4.).

#### Stakeholders costs

There are no formal estimates of other stakeholders' costs. In relation to the production of information materials and co-operation with educational institutions, other stakeholders are obviously contributing financially.

Additionally, a number of stakeholders participate directly in guidance and counselling activities such as educational exhibitions, educational conferences, fairs etc. There are no formal estimates available of the costs of these activities.

### **10.4. Best available estimate on government costs**

There are no national estimates of the total expenses of each specific guidance service in Denmark, with the exception of a few services (ivu\*C) who are directly subsidized by Government. In the case of ivu\*C it is app. 5 mio DKK pr. year. Subsequently there are no existing estimate of the total expenses of the guidance and counselling system as a whole.

R.U.E. has though made an estimate of the total sum of salary expenses for guidance and counselling practitioners based on information from public authorities, institutions and the organization of counsellors . The salaries in this estimate are calculated on the basis of average amount of counsellors x average amount of counselling hours x average salary.

The total expenses to salaries are as mentioned estimated to be at least 1 mia DKK. The estimate is not a precise overview of all related costs.

Firstly, some guidance services have no estimate of the exact number of staff-members involved in guidance activities. Secondly, the amount of working hours that staff-members deliver in guidance activities are not measured precisely, and in particular the salary level can vary significantly.

The salary expenses are estimated on the basis of resource allocation in connection with the average amount of guidance hours per student/client. In guidance services where this information is available, the number of hours vary from 0.9 hours per year per student/client up to 7 hours.

Resources per client in educational guidance services: <sup>62</sup>

Guidance service	Hours per year per student
Agricultural schools	7 (estimate)
Technical colleges	4,9 (estimate)
Commercial colleges	3,5 (estimate)

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<sup>62</sup> Ibid p. 51

Upper secondary education courses (HF)	3,7
General upper secondary courses	3 – 5
Youth boarding schools	1,8 (average)
General adult education (AVU)	1,5 (minimum)
Youth guidance	0,9 (average)

In a number of guidance services there are no fixed standards of resource allocation. As described, guidance services within the education system can be regulated in different ways, implying that resources can vary. Examples are technical and commercial colleges, authorized to handle resource allocation locally. Other and contrasting examples are guidance in the general adult education system and in general upper secondary education. In these settings, time allocations are decided through collective agreements.

As a consequence of these sector-specific features, the amount of time spent on guidance and counselling activities within the different staff categories is very difficult to estimate. Staff members can be occupied with a number of other activities, such as teaching. Another feature is that different staff categories can be involved in guidance activities without being recorded as such (teachers, administrators etc.).

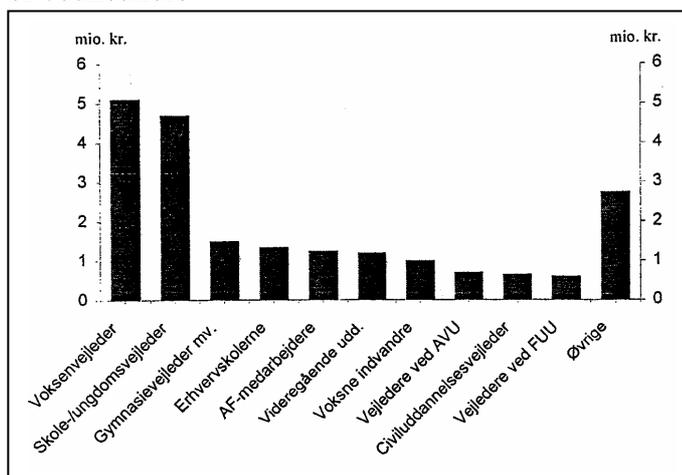
In addition to salary expenses, the government are funding the regional and central coordination and the education programmes for guidance and counselling practitioners. These expenses are estimated to be approximately 50 mio DKK annually:

Expenses regarding coordination and education of counsellors <sup>63</sup>

	Mio. kr.
Education of counsellors	21
Regional coordination (RAR)	7
National coordination (RUE)	17
Total	47

The total amount of expenses for educational purposes for professionals are app. 21 mio kr. on a yearly basis. Education for these groups is primarily funded by the state.

Expenses for education of counsellors



<sup>63</sup> Ibid p. 50

## **10.5. Levels of salaries**

There are no legal regulation of salaries in Denmark, and there are no statutory wage regulations. Regulation of wages are negotiated through collective agreements between the trade unions and the employers associations. The individual salaries for careers practitioners therefore depend on the collective agreement covering the sector in which the counsellor is employed.

## **Section 11. Assuring quality**

### **11.1. Government steps taken to ensure quality**

Apart from the fact that R.U.E. is obliged to develop and distribute information materials, there are no Government steps as such taken to ensure quality in the information, guidance and counselling provision. The quality concepts and methods are handled in the various sectors, in some cases on the basis of centrally defined requirements, in other cases on the basis of local initiative.

For inspiration, R.U.E. has produced and published *Model for quality development of educational and vocational guidance, 2001*. This model is focusing on self-assessment as a tool for quality development and has been presented at a conference in November 2001 for decision-makers in educational and vocational guidance.

### **11.2. Existing standards to information, guidance and counselling services**

There are no single set of standards covering the delivery of information, guidance and counselling. As mentioned, however, the various services are regulated according to laws or Ministerial orders. The nature of this regulation is not characterized by standards, but rather set up as goals to be fulfilled according to local priorities.

### **11.3. Existing standards - staff competencies**

There are not one single set of standards of staff competencies in guidance and counselling in Denmark. Within the different sectors, central regulation can set up standards for training and professional background for staff.

An example of that is the guidance service within the vocational education system. This particular guidance service is regulated by a Ministerial Order stating:

”In the individual and personal guidance.....the college ought to use permanent employees, who have completed education in guidance and counselling.....”<sup>64</sup>

This means that colleges are strongly recommended, but not required, to use personnel with specific qualifications in the guidance services.

### **11.4. Formal requirements for staff qualifications**

As mentioned in Section 6.3., there are no single formal set of staff requirement for guidance

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<sup>64</sup> Bekendtgørelse Nr. 815 om uddannelses- og erhvervsvejledning på erhvervsskolerne

and counselling practitioners. The staff requirement alter from one service to the other. In the major part of the educational institutions, the staff will have a background as teachers.

### **11.5. Guidelines on information quality standards**

Apart from R.U.E, who are obliged to develop and distribute career information, materials are produced by a number of different stakeholders, like industry associations, trade committees, regional organisations and educational institutions. There are no formal guidelines or quality standards to be followed in producing career information. Recently, R.U.E has, however, published a document<sup>65</sup> addressing these other publishers and suggesting declarations of career information materials.

In the document R.U.E. states that a declaration of information materials can provide users with the opportunity to assess the nature of the information in question (neutrality, objectivity etc.).

R.U.E. refers to the Ethical Guidelines<sup>66</sup>, that state:

- The information to the clients must be correct and updated, and
- The client must be able to make a choice on the basis of informations that are solid, objective and updated”

In relation to electronic careers material, R.U.E. has published guidelines<sup>67</sup> as to how service providers can assess the goals, content and purpose of existing programmes and websites. R.U.E suggests that quality criteria and ethical issues must be applied to the IT-supported guidance and counselling activities.

”Competent guidance and counselling, involving IT-support, must take quality issues and the professional ethics into consideration and must attempt to fulfil the goals formulated by R.U.E. in the guidance policy”.<sup>68</sup>

The publications of R.U.E. on issues in relation to quality of careers information and ICT-facilities in guidance are to be seen as recommendations and inspiration to producers and users of careers information.

### **11.6. Other professional groups working to enhance quality**

Due to the sectorized structure of Danish guidance and counselling, professionals are not organised in one single, independent trade union. The specific group of professionals will

typically be organised in trade unions, together with colleagues from other job areas. In the education system, guidance practitioners will typically be organized in the teachers union.

Across the many different trade unions organizing guidance and counselling professionals, a specific organisation has been formed in Denmark. This organisation, ”Fællesrådet for foreninger for Uddannelses- og Erhvervsvejledere” (FUE), functions as an umbrella association

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<sup>65</sup> Retningslinier for deklareret af information om uddannelser, R.U.E., 2001

<sup>66</sup> Ethiske retningslinier for uddannelses- og erhvervsvejledning. R.U.E., 1995

<sup>67</sup> Retningslinier for IT i uddannelses- og erhvervsvejledning. R.U.E., 2000

<sup>68</sup>

covering 8 associations of counsellors.

### **11.7. Professionals' influence on policies**

The above mentioned FUE was established in 1975 and works to:<sup>69</sup>

- promote and coordinate the education of counsellors and the guidance services in the education system as well as outside
- strengthen the debate about educational and vocational guidance in Denmark and abroad
- improve content, ethics, methods and organisation of the guidance system
- stimulate development and research in the field of guidance services
- support connected guidance organisations in specific guidance-related questions
- stimulate cooperation with other countries on educational and vocational guidance matters

FUE represents approx. 2000 practitioners from the education- and labourmarket system and is represented in the Danish National Council. FUE participates in ongoing debates about guidance and counselling topics, labourmarket and educational issues.

Especially, Tandhjulsforeningen, covering practitioners in guidance in compulsory education, is active in the debate on issues relevant for information, guidance and counselling.

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<sup>69</sup> Fællesrådet for foreninger for uddannelses- og erhvervsvejledning

## **Section 12. The Evidence Base**

### **12.1. Information available about the use of guidance services.**

There are no national statistics covering access and use of guidance and counselling services.

### **12.2. Procedures to clarify community needs and demands for guidance services**

There are no established procedure to clarify societal and individual needs and demands for information, guidance and counselling services.

### **12.3. Criteria used to judge benefits of information, guidance and counselling**

There are no official formulated criteria to judge the benefits or outcomes of information, guidance and counselling activities, but these activities are regarded as mechanisms with the ability of accomplishing political goals such as: higher participation in education and training, decrease in drop-out, decrease in “wrong” choices among young people, motivation and preparation of unemployed people.

### **12.4. Studies that provides details of costs, outcomes and benefits**

The most recent study performed to gain insight in the costs of guidance and counselling activities are carried out by R.U.E., described in a report from 1998. (Oplæg til drøftelse af fremtidens vejledningsindsats)

There are no surveys done in order to determine how the variety of costs correspond with the different types of services and/or characteristics of clients.

There are no studies providing details of outcomes and benefits.

### **12.5. Initiatives to provide insight into the impact of guidance counselling**

There are no Danish surveys done specifically to provide insight into the impact of the ability to use career information, the impact on services upon employers and the development of a learning society.

### **12.6. National research centres**

There are no national research centres specialising in career information or guidance and

counselling services. Universities and other research institutes can and do to some extent, however, initiate research in areas related to information, guidance and counselling.

R.U.E. and Ministries can likewise initiate surveys and evaluations to be carried out by researchers from universities or working committees set down by R.U.E. These initiatives have resulted in reports and publications covering different aspects of guidance policies and practice.

In 1997 R.U.E. published an overview of *Danish Research Projects in Educational and Vocational Guidance in Denmark*.

### **12.7. Government's use of research results**

There are only few examples of specific research results being directly implemented in Danish policy.

However, a number of studies have dealt with issues relevant for information, guidance and counselling in the transition between compulsory education and youth education: Unge uden uddannelse, AKF.1997, Valg og veje i ungdomsuddannelserne, AKF. 1997, Uddannelsesvalg efter 9.klasse, SFI.1997, Unges fremtid – afgøres meget tidligt, DPI. 1998, Et frit valg?, AKF.2000. The results of these studies have been used as background material for the suggestions in the report on cross-sectoral guidance by the Ministry of Education on changes in guidance and counselling provision in the education system.

Likewise some studies on labour market policy initiatives have been undertaken by various research institutes. These studies have impacted on the decision-making process of labour market policy, but none of them cover directly information, guidance and counselling services.

### **12.8. Government steps to increase the evidence base through research**

The government has not directly supported research centres in order to increase the evidence base for information, guidance and counselling services.

As mentioned in Section 12.6, Government can however support thematic surveys addressing specific issues relevant to the process of policy-making.