

EDUCATIONAL AND VOCATIONAL GUIDANCE SERVICES
FOR THE 14-25 AGE-GROUP
IN THE FEDERAL REPUBLIC OF GERMANY

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I. BACKGROUND

Educational and vocational guidance are set against a multifaceted political, economic, social, and cultural background. In order to make intelligible the aims, tasks, methods, organization forms, and clients of the educational and vocational guidance in the Federal Republic of Germany, it seems to be advisable to outline at least three features considered here as being most relevant, i.e. the educational system, the occupational system, and the moving of student groups from one system to the other.

The traditional German school system consists of a primary school system (Grundschule) of four years' duration and a two-stage secondary school system offering three programmes: a five-year programme (Hauptschule), a six-year programme (Realschule) and a nine-year programme (Gymnasium) - six years of secondary I and three of secondary II. These three programmes designed to cover different levels of ability and preparing for different occupational levels are completed by "Sonderschulen" (schools for students of restricted learning capacity and schools for the handicapped).

In the past two decades, the above-outlined school system has been somewhat modified and enriched by innovations aimed at improving "horizontal mobility" within the educational system (i.e. to make it easier to switch from one secondary programme to another) and at compensating the disadvantages of the socially less privileged. In this regard it is worth mentioning the following:

- establishing comprehensive secondary schools (Gesamtschulen);
- establishing the 10th grade of "Hauptschulen" that allows talented students of the "Hauptschule" to obtain the "Mittlerer Bildungsabschluß" (a key certification for further education);
- establishing the "Fachoberschulen" (technical schools of grade 12 accessible to students with the "mittleren Bildungsabschluß" and the vocational training examination obtainable after completing a 3- or 3 1/2-year training): after completing the "Fachoberschule" students can enter a three-year programme at a "Fachhochschule" (technical college);

- establishing some comprehensive universities (Gesamthochschulen) which combine a traditional university and a "Fachhochschule", thus allowing students to go on to scientific study after completing the more practically oriented course of the "Fachhochschule" without problems or to leave the university with a "Fachhochschule" degree and enter the labour market.

The distribution of students in grade 9 in 1984 is shown in table 1.

Table 1: Distribution of students in grade 9 in 1984 (cf. Bundesminister für Bildung und Wissenschaft 1985, p.42)

Type of schooling	Students in grade 9	
Sonderschulen	39,800	4,5%
Hauptschulen	325,100	36.4%
Realschulen	252,800	28.3%
Gymnasien	223,500	25.0%
Gesamtschulen	36,800	4.1%

Vocational training in the Federal Republic of Germany is organized as a so-called "Dual System". This form of vocational training combines vocational education in "Berufsschulen" (1-2 days a week or some weeks a year in vocational schools) and industrial training (during the remaining time) within a 3- or 3 1/2-year programme. Because special vocational qualifications were rapidly becoming obsolete, the first year of vocational training was increasingly organized as a basic training in an occupational field ("Berufsbildungsjahr"), followed by a two-year training period in a specific vocation, thus facilitating re-training in later years if necessary. The basic vocational training can be completed in vocational schools on a full-time basis or - like the remaining two years - by combining the part-time vocational education and the industrial training. At the same time, the "Berufsvorbereitungsjahr" (vocational preparatory year) was established for less talented grade 10 students. This programme introduces the students to different occupational fields and allows them to make up the 9th grade of the "Hauptschule".

The distribution of students in grade 1 (first year) of the vocational training in 1984 is shown in table 2.

Table 2: Distribution of students in grade 1 of the vocational training in 1984 (ibid., pp.43ff.)

Type of schooling	Students in 1st year of voc. training
Berufsschule	582,400
Berufsgrundschuljahr	127,300
Berufsvorbereitungsjahr	41,700

During the past 15 years, a strong trend toward higher levels of education can be observed, as table 3 shows.

Table 3: Education degrees in 1970 and 1984 (ibid., pp.64f.)

Degree	% of the 18 year age-group	
	1970	1984
none	17.4	9.1
Hauptschulabschluß (9th grade)	43.2	37.8
Mittlerer Bildungsabschluß (10th grade)	24.8	48.0
Fachhochschulreife (college entrance = 12th grade)	-.-	0.6
Hochschulreife (university entrance = 13th grade)	10.3	20.0

The percentage of students with a "university entrance" certification who actually enrolled declined from around 80% in 1980 to around 70% in 1985.

Students completing one or another type of schooling, vocational or professional training have been faced with increasing difficulty in obtaining a training place or a job during the past 10 years. The number of applicants has exceeded that of the available training places by about 50,000 per year and the figures of unemployed young people have increased (cf. table 4a).

The unemployment rate of female youngsters is higher than that of male ones (averaging about 1% higher during the past 5 years). The

most urgent problem is the high unemployment of young people without any vocational or professional training (cf. table 4b). Among the unskilled unemployed aged under 20 are many children of migrant workers (about 20% in 1985).

Table 4a: Unemployment 1980 - 1985 (cf. Schober 1985, p.4)

Year	Unemployment rates*	
	under 25	total
1980	4.3	3.8
1981	5.8	5.5
1982	8.7	7.5
1983	10.7	9.1
1984	10.8	9.1
1985	10.3	10.0

* registered unemployed as a proportion of the total labour force

Table 4b: Unemployment rates of unskilled youngsters (ibid., p.11)

	1980			1985		
	total	men	wom.	total	men	wom.
age-group under 20	74.2	76.5	72.7	71.8	73.0	70.9
age-group 20 - 25	48.2	54.1	44.2	45.3	49.9	41.2

The present situation concerning the shortage of apprenticeships and unemployment is as critical as it was in 1985. It is anticipated that in the mid-nineties - due to the decreasing number of applicants - the apprenticeship shortage will reverse, but that the high unemployment rate will continue into the next century (cf. Parmentier 1984).

With this as background, the following chapters deal with educational and vocational guidance institutionalized as

- Educational Guidance Services ("Bildungsberatung"),
- curricular vocational guidance in schools ("Hinführung zur Wirtschafts- und Arbeitswelt", or "Arbeitslehre" in short),
- Vocational Guidance Services ("Berufsberatung").

II. EDUCATIONAL GUIDANCE SERVICES

1. Introduction

The different tasks of educational guidance and counselling in the Federal Republic of Germany are rooted in its educational system which is characterized by a partitioning of the secondary school system and of tertiary education.

The Educational Guidance Services (EGS) were established in the eleven states that constitute the Federal Republic of Germany by the First General Plan on Education (Bildungsgesamtplan I), issued by the Government-State Commission on Educational Planning (1973, p. 79 ff.), and have been integrated into the states' educational systems, with the degree of integration varying from state to state. Even before that, the German Council of Education had, on behalf of the German Government, prepared proposals for the extension of the EGS, which were published as part of the Structure Plan on Education (Strukturplan für das Bildungswesen) in 1970. It was the Permanent Conference of Ministers of Culture and Education of the States' Resolution on Educational Guidance at School and University (Beschluß zur Beratung in Schule und Hochschule) that initiated a further development of the EGS, leaving the national proposals to be amended by various agreements (cf. Reichenbecher 1975, Menacher 1979, Kultusminister des Landes Nordrhein-Westfalen 1980, and others).

In the Federal Republic of Germany, the spheres of responsibility of the EGS (Educational Guidance Services) on the one hand and of the VGS (Vocational Guidance Services) on the other are strictly separated. While the EGS are under the jurisdiction of the individual states (since these possess cultural sovereignty), the VGS are subordinate to the Federal Employment Office at Nuremberg, a self-governing body (see chapter IV). Skeleton agreements exist in all of the states between the respective Cultural Department and the Federal Employment Office on the co-operation of the EGS and the VGS, though the efficiency of this co-operation may differ from region to region.

The EGS operate at school as well as at university level. The EGS at school level are subdivided into Central State Offices, regional (non school-based) and local (school-based) services.

In general, the Central State Offices for the EGS at school level are assigned to the states' Cultural Departments either directly or indirectly (District President or State Institute, for instance) and primarily exercise co-ordinating and administrative functions (Fachaufsicht). In addition to that, they engage in evaluation and research activities (efficiency control, development of methodology, etc.). Situated in the cities, the regional EGS service the students from a district or large town, employing chiefly psychologists (school psychologists or educational counsellors) as professionals, as well as school counsellors and therapists on a part-time basis. Their main tasks are to furnish the individual with educational and psychological counselling (Individualberatung), to provide for guidance in programme selection (Schullaufbahnberatung), and to advise schools and teachers (Institutionenberatung). There are communal services financed by the cities and communities, and state services, financed by the states. In 1975, there was roughly a one-to-two ratio of communal to state services; due to the encouragement given by the state governments, the number of state EGS has in recent years been increasing more rapidly than that of the communal EGS (Aurin, Stark & Stobberg 1977, p. 54).

The local EGS have been, almost without exception, established at school centres or at comprehensive schools and, in a few cases, at schools for handicapped children. There, we find a psychologist working together with several school counsellors, sometimes supported by a graduate educator (Diplom-Pädagoge) or a social worker and teacher for handicapped children. Their primary responsibility is to advise on programme and course selection and to counsel their teacher colleagues with respect to assessing academic achievement etc., while individual psychological counselling is to be considered a matter of secondary importance. In practice, however, psychological intervention and help in an individual case very often become the prime object of attention; the same applies, of course, to the members of their respective schools. Notwithstanding the fact that they are

tied more closely to the school than are the regional EGS, the supervisory function is exercised from outside the school by a superior authority (by the District President or the Minister of Culture, for instance). This arrangement is of great importance with respect to observing the principles of protection of privacy, secrecy, and counsellor independence.

The EGS at the universities are usually staffed by trained psychologists, psychiatrists, sociologists, educationalists, and other faculty members as student advisors. These EGS are established as Central Student Services, Department-Based Student Services, Psychotherapeutic Student Services, or University Information Centres. For financial reasons, however, they are in many places of limited efficiency. The psychotherapeutic services, for instance, can hardly undertake the equally important tasks of giving information on courses and programmes, assessing an individual's aptitudes for some specific programme, and providing vocational guidance (Jöhrens & Rausch 1975). Even at those universities where students are readily given access to information (by members of the faculty, for example), there often arise additional difficulties due to colliding spheres of responsibility (of an EGS and a VGS, for instance). A compound system of a number of different and complementary counselling services, working together as closely as possible at a given university, would therefore seem to have certain advantages (see figure 3 on page 25).

2. Principles, Tasks and Fields of Educational Guidance

The principles of Educational Guidance - voluntariness and self-responsibility on the part of the counsellee, impartiality and discretion on the part of the counsellor - are in accordance with the West German Constitution and are by and large congruent with the fundamentals set forth in the Anglo-American philosophy on Educational and Vocational Guidance.

Educational Guidance being a structural element of modern education (Structure Plan on Education), the following goals and functions are typical of guidance and counselling in education:

- differentiation and individualization of instruction,
- principle of permeability in school careers,
- Educational Guidance as a function of innovation in education,
- self-realization as a function of Educational Guidance,

- augmentative function of Educational Guidance, i.e. as a developmental aid,
- economic function of Educational Guidance,
- social-integrative function of Educational Guidance.

In conclusion, Educational Guidance can be defined as a form of assistance in orientation and decision making by which individual students are continuously helped in matters concerning their school or university career and are supported in their endeavours to develop a personality of their own.

The different functions of Educational Guidance all aim at enabling counselees to make correct decisions with regard to their educational and vocational training. This presupposes that they know all the facts they must know in order to be able to do this. Therefore, all available information on education has to be gathered and made accessible so that the individual counsellee - student, parent, or teacher - will be brought into a position where they can properly assess complex school careers, educational programmes, and vocational fields that are constantly changing. In addition, well-grounded counselling requires the application of diagnostic methods to illuminate the individual requirements which also have to be taken into account if the decision to be made is to be an adequate one (see chapter II,3).

Aside from individual counselling, Educational Guidance is expected to assist innovation in the educational system as a whole. The following fields of work can accordingly be assigned to Educational Guidance.

(a) Guidance with respect to the school career

Whenever a student terminates one phase of his or her education and enters the next one, Educational Guidance is likely to be called upon, i.e.

- at school enrolment and in preschool or special classes,
- on entering high school (secondary education),
- during the stages of orientation or observation (fifth/sixth grade),
- before and after the end of secondary I education (tenth grade),
- at entering university (following the thirteenth grade),
- when changing courses, programmes, or schools at the university.

School career guidance pertains not only to matters of enrolment or changing programmes, but also to decisions required to be made within specific phases of education. These decisions include, for instance, the questions of what subjects to specialize in, the problem of individualized learning, controlled development of individual talents, and learning achievement.

(b) Individualized guidance and counselling

Individual guidance is designed to identify and - if necessary - treat an individual's problems that result from his or her unique situation as a student. Specifically, individual counselling is essential to the treatment of manifest learning difficulties, disturbances of concentration, speech disorders, emotional disturbances, and behaviour problems.

(c) Parent counselling

Education and child rearing are to be viewed as common tasks of parents and teachers. It is thus necessary to include parents in the guidance process. Due to the increasing differentiation of the educational system, parents are less and less able to rely on their own educational experience when discussing scholastic and didactic matters. Parents, therefore, need advice too, and their co-operation is a prerequisite for the treatment of learning and behaviour disorders in their children.

(d) Guidance and supplementary training of teachers

The efficiency of Educational Guidance depends, last but not least, on the confidential co-operation of educational counsellors and teachers. It can hardly be expected, however, that every teacher will have a sufficient knowledge of psychology - especially in view of the fact that psychology is continuously enlarging its store of knowledge. It is therefore up to the EGS to provide some supplementary training of teachers, with special attention to questions of educational measurement and guidance.

(e) Educational Guidance and innovation in education

We have already pointed out the importance of Educational Guidance with respect to innovation in the educational system. In this context, the following tasks can be identified:

- Advising teachers in solving educational and psychological problems: for instance, with regard to individual advancement, different possibilities for course differentiation, objective methods for the assessment of scholastic achievement, etc.
- Collecting data to support innovations in the educational system. The state of Baden-Württemberg, for example, carried out extensive studies on the question of the degree to which students were taking the programmes they were intellectually qualified for, the results of which were used as basic information for the development of school reform plans (Arin 1966, 1967, Aurin et al. 1968, Heller 1970, Kultusministerium Baden-Württemberg 1975).

3. Methods and Techniques in Educational Guidance

In the guidance process, various types of information are used by school psychologists, school counsellors, and student advisors in making decisions; these include information on the educational system (i.e. on the different programmes at school and university level, on their respective prerequisites, and on the qualifications to which they lead), data on the counsellee's aptitudes, and, if necessary, information on his or her social environment inasmuch as it pertains to his or her learning capability. Guidance counsellors and student advisors therefore preferably employ the following techniques:

- methods of educational measurement (scholastic achievement tests), standardized testing procedures (cognitive ability tests, tests of academic progress), personality assessment and prediction,
- observational techniques and ratings,
- diagnostic interviews and questionnaires,
- individual counselling interviews and group counselling,
- information and discussion at parents' meetings,
- brochures of different types on the school system, papers containing up-to-date information, information on academic study programmes, etc.

A final decision can only be made when the data have been collected with the aid of the techniques listed above and differentially weighted to yield an overall assessment.

As to the question of who should be assigned to which programme, there are, in principle, three decision strategies available. These were identified by Cronbach & Gleser (1965) and refer, above all, to institutional decisions; they are selection, placement, and classification. Selection may very often be an adequate strategy in the case of admission to university, advancement of talented students, or, more generally, in the case of personnel decisions; but in Educational Guidance and particularly in guidance counselling, placement and classification must be preferred to selection.

The problem of overlapping test values from various groups, for example the Gymnasiasten and the Hauptschüler, demonstrates that every cut-off score is somewhat random. This problem also holds when one uses achievement test scores with cut-off levels in the identification process. One appropriate strategy to use with differential constructs of giftedness is the classification approach as employed by Heller (1970) for the diagnostic separation of different groups of gifted youth in educational guidance and counselling, as well as for the identification of so-called talent reserves. This approach has been implemented in various psychopedagogic applications and elaborated according to cluster analysis (Allinger & Heller 1975; Heller, Rosemann & Steffens 1978; Rosemann 1978; Rosemann & Allhoff 1982).

In the case of the selection strategy, two types of errors are to be noted: (1) alpha errors and (2) beta errors. The alpha error occurs when a person is identified as being gifted for the Gymnasium who actually is not so gifted. The beta error is identifying a student as moderately gifted (for the Realschule) who is actually highly gifted (for the Gymnasium). Unfortunately it is not possible to reduce both errors simultaneously. Depending on the goal and intent of the identification process, one either raises the cut-off score thereby reducing the first type of error (and increasing the rate of the other type of error), or one lowers the cut-off score in an attempt to reduce the second type of error (but

causing an increased alpha error). Whereas institutions generally attempt to reduce the first type of error, it is recommended that for individual decisions, the second type of error should be kept to a minimum (cf. Cronbach & Gleser 1965).

In addition to more valid tests, a multi-step procedure - instead of an one-step procedure - can reduce the risk of incorrect decisions; this may, however, make necessary complicated identification designs. When (multi-factor) classification or cluster analysis approaches are to be used, a high degree of reliability and validity should be achievable for the individual diagnosis (Heller & Feldhusen 1986,p.22).

In order to do equal justice to individual needs and to institutional requirements (and to resolve conflicts between them) one in practice often has to find a compromise between several decision alternatives. With younger counselees (at lower education levels), preference should be given to placement or classification. As the basis for decisions in guidance counselling, a model of sequential counselling as illustrated in figure 1 can therefore be recommended.

In counselling schools and teachers (system counselling) and in counselling individuals (suffering from psycho-social conflicts, behaviour disorders, or learning and achievement problems, for instance), additional methods and strategies, not yet mentioned, are applied. The most important are

- promotion of vocational training for individuals and institutions including supplementary educational training for teachers,
- therapeutic intervention techniques - behaviour modification and therapy, for instance, and client- and problem-centred therapy.

Techniques of this kind are used almost exclusively by psychologists in the school-based psychological services or in the therapeutic counselling services at school and university, the only exception being those school counsellors (Beratungslehrer) who are equipped with a qualification in psychology.

Furthermore, vertical and horizontal mobility within the educational system can be promoted by controlled guidance and counselling, To this end, the strategy of converging expert assessments, with school psychologists,

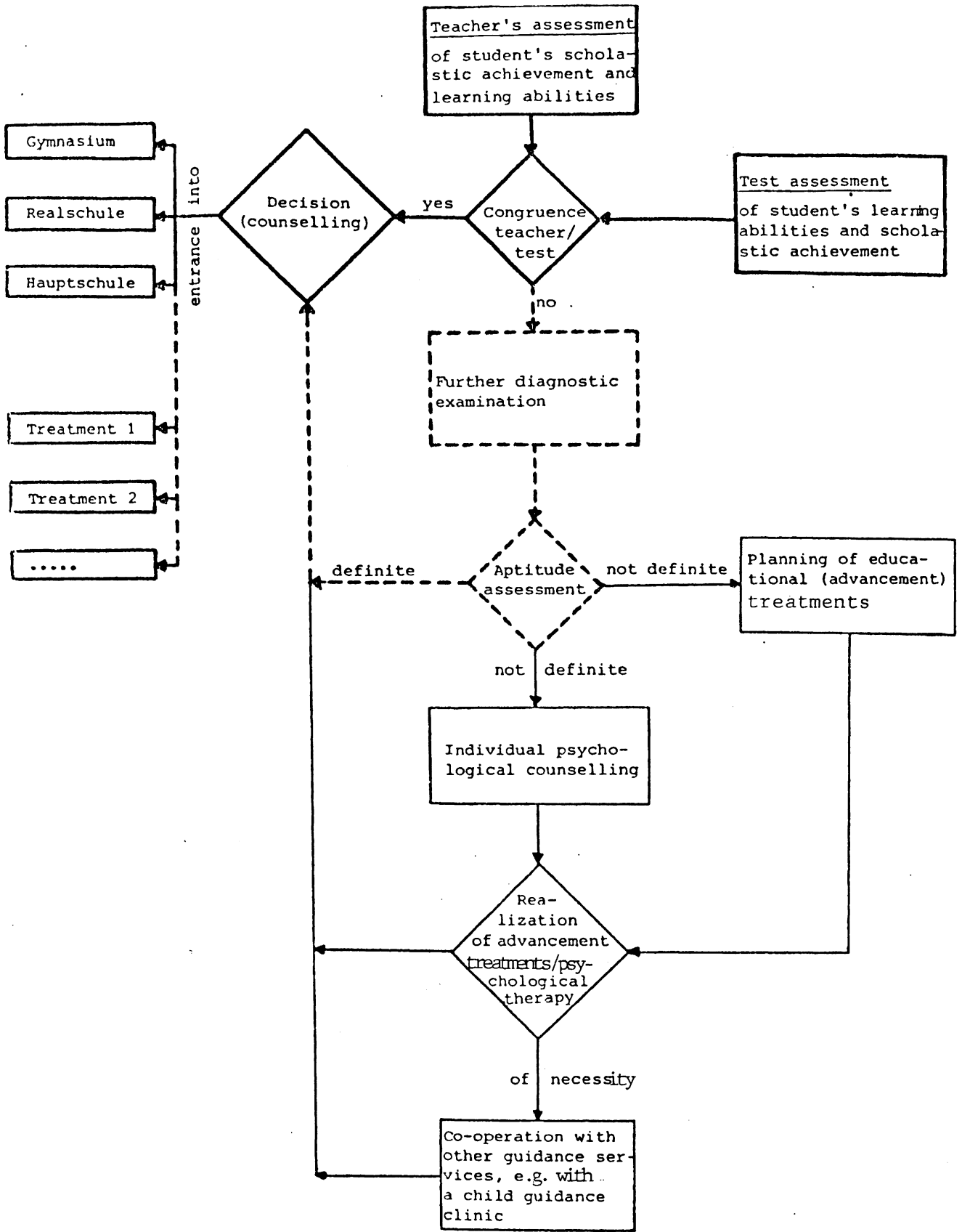


Figure 1: Model of Educational Guidance (by HELLER 1979; cf. Heller & Nickel 1982, p.114)

teachers, and principals being the experts, was developed and successfully applied by the EGS in Baden-Württemberg (Aurin et al. 1968; in addition cf. Kultusministerium Baden-Württemberg 1975, Faulstich-Wieland 1981, Heller 1985).

4. Professional and Assistant Staff in the Educational Guidance Services

Experience with the German EGS shows that the problems experienced in counselling have to be solved primarily through teamwork. Therefore, the personnel of the EGS consists of

- school counsellors (Beratungslehrer) for students in primary and secondary education,
- school psychologists and student advisors.

School psychologists have to have a university degree in psychology, school counsellors one in education; the former are also expected to be acquainted with the basics in education, while the latter have to have elementary knowledge of psychology. School counsellors are primarily teachers working only part-time as counsellors (10 hours per week) with their teaching assignment being reduced from 26 to 21 hours per week (this is not accompanied by an increase in salary); school psychologists, by contrast, work full-time as counsellors. The majority of the Federal states require school psychologists to have obtained two university degrees, one in psychology and one in education, the degree in psychology being mandatory in all of the states. This also applies to psychologists and student advisors working at university level. In keeping with the concepts of the German Council on Education (1970, p. 96), the Fernstudieninstitut DIFF at Tübingen developed a new in-service training programme (part-time) for teachers that leads to the qualification required for school counselling. The study material, distributed to the trainees in correspondence form, deals with the most important topics and methods in the field of educational guidance and measurement and serves, above all, to impart knowledge and competence to the school counsellors-to-be, regardless of the level or programme they will later teach in. In addition, there are supervised direct study elements (training seminars, test diagnostic practica, and other social

learning elements) which should develop the necessary skill competence (Deutsches Institut für Fernstudien (DIFF) 1977, 1985, Heller & Vieweg 1983, Aurin 1984).

With the financial assistance of the Federal Minister of Education and Science and the Minister of Culture in the state of Rheinland-Pfalz, a model study of the supplementary training of school psychologists was recently carried out, examining the accessory qualification of psychologists for school counselling (cf. Heyse & Kuhl 1979, Kultusministerium Rheinland-Pfalz 1980). This model offers an additional in-service training for qualified school psychologists (Dipl. Psychologe).

The quantitative development of the EGS' personnel is shown in tables 5 and 6 (school psychologists and school counsellors) and in table 7 (student advisors with training in psychology).

Over the last ten years, the in-school guidance personnel showed the largest numerical increase (cf. tables 5 and 6). This is not necessarily evident if one considers the ratios of school counsellors to students, and of school counsellors to teachers, because the number of students also increased greatly in this period. In some of the states, these ratios even became somewhat less favourable, e.g. in Berlin and Rheinland-Pfalz (table 6). In reality, the ratios may be even less positive because not all of those school counsellors (Beratungslehrer) who are included in these numbers have completed a two-year training programme - as, for example, is offered by the Deutsches Institut für Fernstudien (DIFF course "Ausbildung für Beratungslehrer). For more information about the role problem of teachers as counsellors, see Heller & Vieweg (1983).

Nonetheless, the planned provision for school counsellors in the next five years should clearly improve in some regions, especially when the further decrease in the number of students is taken into account. In contrast to this, a further increase in the number of school psychologists is not to be expected; the psychologist-student ratio can only improve through the decrease in numbers of students along with keeping a constant number of school psychologists in the various states.

At the same time, it is apparent that the role of the school counsellors - hopefully not only for financial reasons - will receive comparatively greater weight.

In a differentiated school counselling system, the co-operation between school psychologists and school counsellors will have to be considered in the planning of personnel with regard to their counselling abilities. The target relationships should be: 1 school psychologist to 5,000 students and 1 school counsellor to 500 students (cf. First General Plan on Education of 1973). The present ratios are a long way from this, although the city-states (Berlin, Bremen and Hamburg) are exceptions regarding school psychologists (table 5).

The number of student advisors has varied little since 1980 (cf. table 7). This is even more regrettable because the number of university students has increased by more than 25% in the Federal Republic in the last 5 years. Correspondingly, the ratio of counsellors to counselees at the university level is even more unfavourable than it was 5 years ago. Since - with the exception of Berlin - no additional positions for student advisors are to be expected in the foreseeable future, the earliest possible improvement of this bottleneck situation will occur in the nineties (when the number of students decreases again). And even then, the target relationship of 1 student advisor to 1,000 students will only be attained in a few of the states on the basis of the present number of university counsellors.

5. Linkages

5.1. Internal organizational structure of the Educational Guidance Services at school and university

Compared to the VGS, the EGS are much less tightly organized. In addition, the organizational structures of the EGS at school and university clearly differ. Even within the two levels, there exist different organizational models, as was explained in chapter II.1. The technical departments responsible for the supervision of the EGS at school are generally located at the Higher Supervisory Authority for Schools (District President, for example), while the EGS at university often maintain central student counselling services (Central

state	communal services	students 1985	school psychologists (planning)				ratios	
			1976	1980	1985	1990	1980	1985
Baden-Württemberg	none	1,517,000	40 +24.5**	43 +18**	51	51	1:29,016	1:29,745
Bayern	München Nürnberg	1,760,737	27 +15***	27 +15***	41 +20	-	1:50,475	1:28,864
Berlin	none	193,127	21	44	50	-	1:6,117	1:3,862
Bremen	Bremerhaven	147,227	19	22	28	31	1:6,692	1:5,258
Hamburg	none	230,000	29	29	29	29	1:10,209	1:7,931
Hessen	none	800,000	80	81	89	89	1:12,752	1:8,988
Niedersachsen	none	1,234,200	40	74	79	110	1:19,802	1:15,632
Nordrhein-Westfalen	56	2,864,539 *	95 +119***	50 +160***	235	-	1:15,817	1:12,189
Rheinland-Pfalz	none	562,334	30	46.5	41.5	41.5	1:15,480	1:13,550
Saarland		108,235	5	4 2**	8	no forecast	1:25,772	1:13,529
Schleswig-Holstein	Lübeck	302,251	11	21.5	30	25	1:19,267	1:14,744

Table 5: Quantitative development of school psychologist personnel

Legend: * = incl. occupational schools
 ** = model schools
 *** = communal services

state	students 1985	school counsellors				ratios	
		1976	1980	1985	1990	1980	1985
Baden- Württemberg	1,517,000	450	465	1,300	1,500	1:3,806	
Bayern	1,760,737	4,200	4,200	4,200	4,200	1:505	1:419
Berlin	193,127	185	185	74	-	1:1,454	1:2,610
Bremen	112,405	11	10	9	-	1:14,722	1:12,489
Hamburg	230,000	250 (350) ²	250 (350) ²	250 (350) ²	250 (350) ²	1:1,184	1:920
Hessen	800,000	(200) ³	200 ³	600	600	1:5,228	1:1,3333
Niedersachsen	1,234,200 ¹	24	400	1.450	ca.2,500	1:3,663	1:851
Nordrhein- Westfalen	2.864,539 ¹	(2000) ⁴ +72 ⁵	2098 ⁴ +125 ⁵	2,000 ⁴ +1,900 ⁵	ca.2,500	1:1,588	1:1,115
Rheinland- Pfalz	562,334	312	180	550*	550	1:2,130	1:3,124
Saarland	108.235	-	25 ⁶	23 ⁶	no fore- cast	1:6,185	1:4,705
Schleswig- Holstein	302,251	4	150	150	150	1:15,342	1:2,015

Table 6: Quantitative development of school counsellor personnel

- Legend:
- 1) incl. occupational schools
 - 2) in communal services
 - 3) volunteers
 - 4) in Gymnasien (secondary II)
 - 5) in other schools
 - 6) in Hauptschulen
 - 7) in training

state	University Students 1985	Student advisors				ratios	
		1976	1980	1985	(Planning) 1990	1980	1985
Baden- Württemberg	190,800	29	31	31	31	1:4,747	1:6,155
Bayern	143,225	19	22	25	25	1:4,700	1:5,729
Berlin	77,054	13	24	25	70	1:3,030	1:3,082
Bremen	8,614	-	4	4	7	-	1:1,230
Hamburg	45,240	11	13	13	13	1:2,891	1:3,480
Hessen	104,780	21	15	15	15	1:5,799	1:6,985
Nieder- sachsen	121,330	-	26	26	35	1:3,351	1:4,667
Nordrhein- Westfalen	345,621	-	68	67	-	1:6,581	1:5,158
Rheinland- Pfalz	59,634	5	5	5	5	1:5,663	1:11,927
Saarland	20,168	10	10	6+2.5	6+2.5 ¹⁾	1:1,078	1:2,521
Schleswig- Holstein	28,403	1	1	2	-	1:20,061	1:14,201

Table 7: Quantitative development of student advisor personnel (trained psychologists)

Comment: The information for tables 5, 6 and 7 were kindly given to us by the school administration of each state. Unfortunately, the Hamburg school administration was unable to provide us with more recent information. These numbers are, therefore, extrapolated from older information.

1) 2.5 = 5 half-time working advisors

Student Service, Information Centre, Therapeutic Student Services) and non-central counselling services within the different departments (Programme Counselling) which fall under the jurisdiction of the respective universities.

The different administrative and co-operative connections of the EGS will be demonstrated with the help of two examples. Figure 2 shows the internal organizational structure of a regional EGS in Nordrhein-Westfalen which, in a way, serves as a model. The relative importance of the EGS becomes clearly evident, and the necessity of co-operation between school psychologists and school counsellors on the one hand, and teachers, principals, and other counselling services (for instance, child guidance or vocational guidance services) on the other, is equally stressed.

The organizational structures of the EGS at the different universities hardly follow a uniform pattern. In contrast to school counselling, the field of student counselling has been elaborated less distinctly up to now. This statement applies above all to the EGS' unsatisfactory organizational structures which often seem fragmentary. This may be the reason for the ill-defined role of the student counsellor and for the high fluctuation rate of the counselling personnel at the universities. Taking the complex counselling tasks at university into consideration, a compound system of five functional units would seem to be particularly efficient.

(a) Central Student Service (CSS)

The CSS tasks would include general student counselling, aptitude assessment (assessment of an individual's structure of aptitudes and interests), and advice on the selection of programmes; psychologists would be responsible for these tasks. In addition, the CSS would be the central unit for organizing and coordinating all counselling activities and the unit to be contacted by anyone seeking advice. Also, general information would be gathered and distributed here. The CSS is the core unit for a university's student counselling system.

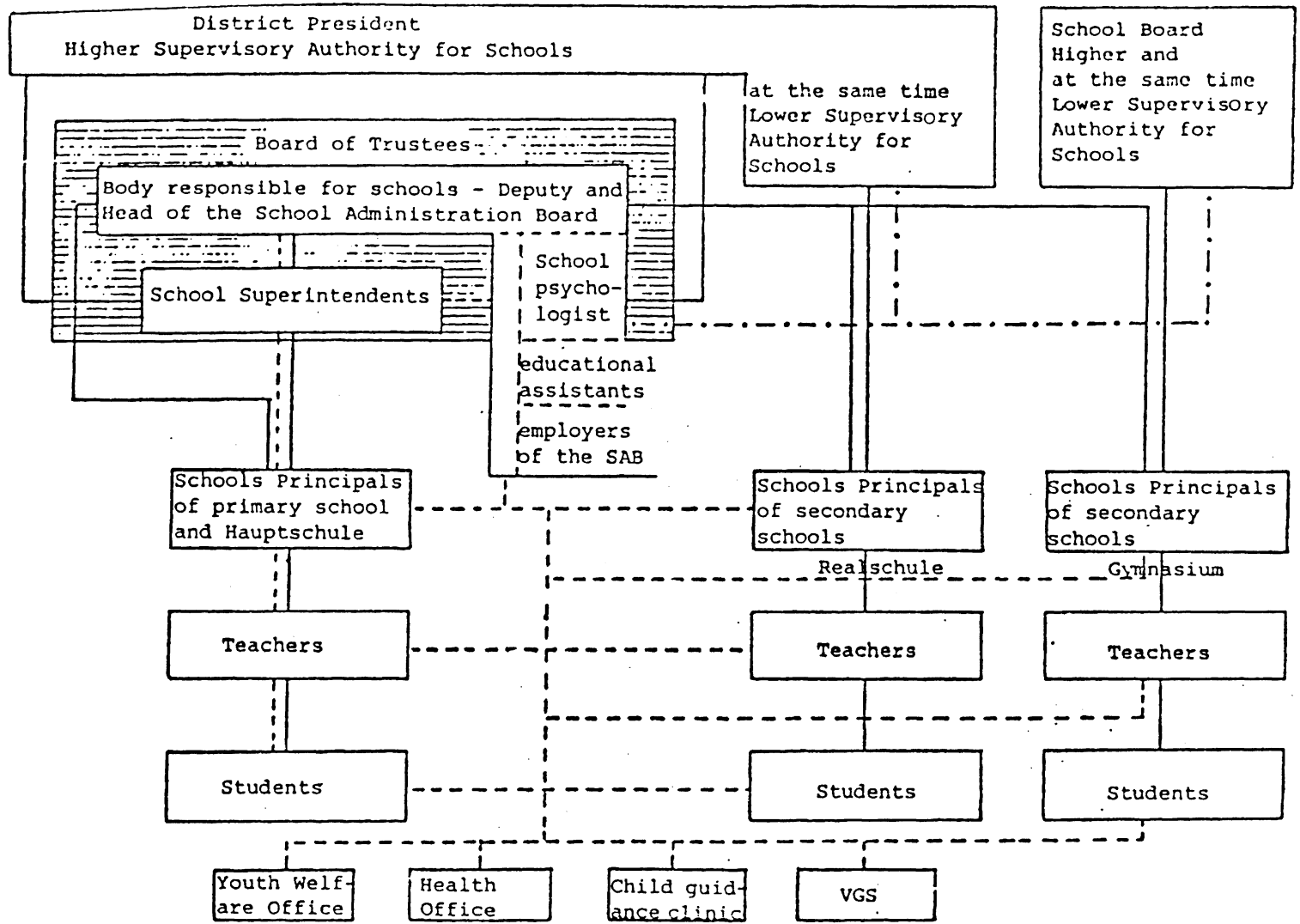


Figure 2: Administrative and co-operative connections of a regional EGS (Bielefeld); cf. Kultusminister des Landes Nordrhein-Westfalen 1980, p.110.

Legend: ————— administrative connection
 - - - - - co-operative connection
 planned co-operative connection
 SAB = School Administrative Board

(b) University Information Service (UIS)

The UIS would provide students with information on admission procedures, study prerequisites, study programmes, and qualifying exams and degrees of the particular university, as well as on admission restrictions for those courses for which a numerus clausus exists. Furthermore, the UIS would advise on financial assistance etc. CSS and UIS would therefore be (jointly or separately) responsible for general, i.e. programme-independent, tasks of student counselling.

(c) Department-Based Student Service (DSS)

Programme- and department-specific student counselling, generally carried out by members of the faculty, would be incumbent on the DSS.

(d) Psychotherapeutic Student Service (PSS)

Aside from taking preventive psychohygienic measures, the PSS would counsel students with general study difficulties, and with personal and social problems, and, if necessary, would provide for therapeutic treatment. At the universities, clinically trained psychologists and psychotherapists are already active in this kind of counselling; their number is, however, much too small (compare table 7).

(e) Academic Vocational Guidance Service (VGS)

The academic VGS would inform students of study programmes and of job opportunities and of job requirements as well as helping them to actually obtain jobs; these tasks fall under the jurisdiction of the Employment Offices' VGS departments (see chapter IV).

Not only should these five functional units co-operate closely, but they should also keep in touch with the university's administration and with relevant research centres at home and abroad. Figure 3 shows a model of an integrated student counselling system that was already tested at Ulm University (Heller 1975, p. 709 ff. and Pfau 1975); the development of further concepts is presently under way.

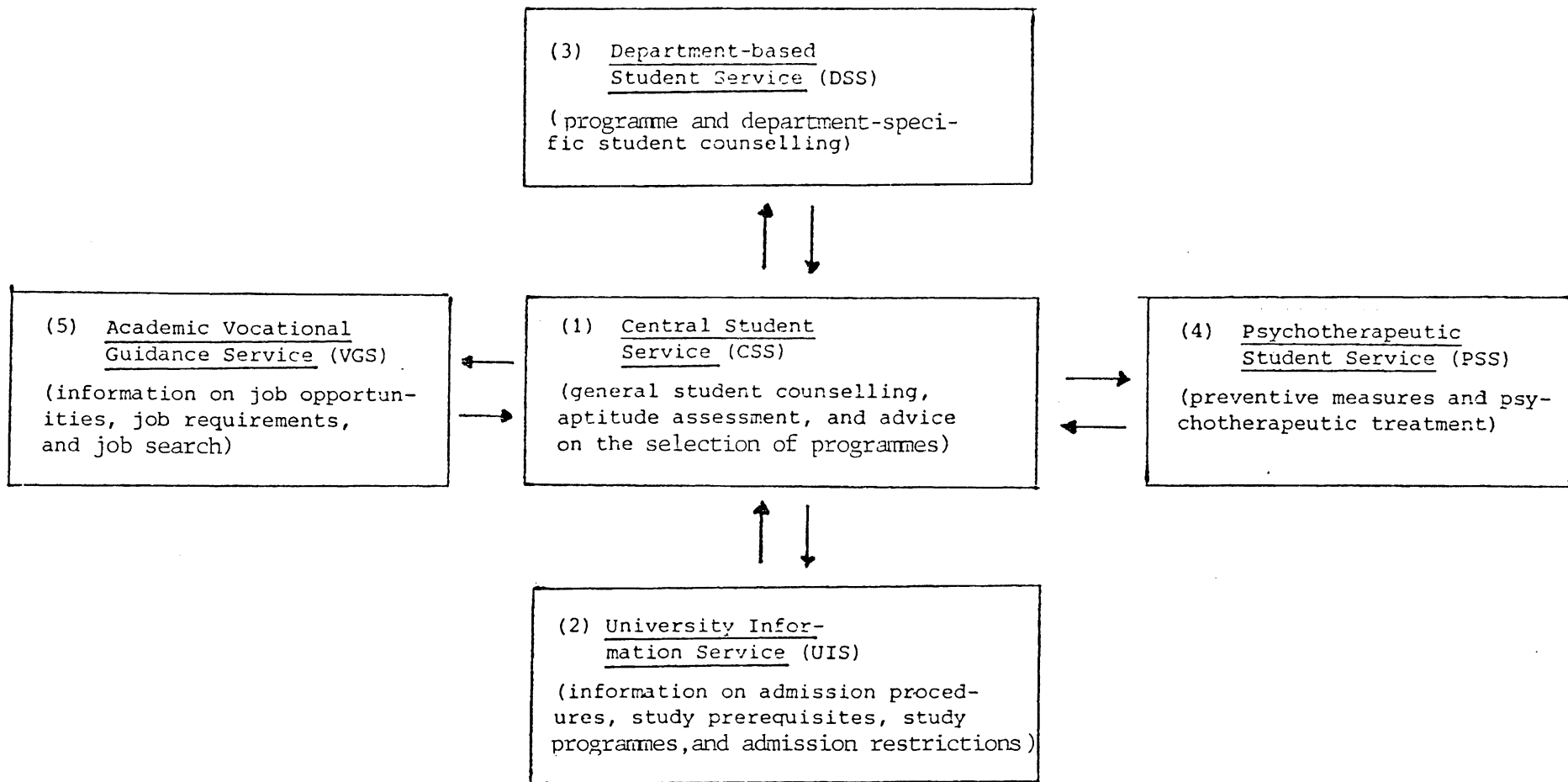


Figure 3: Model of a compound educational guidance system at university level (by Heller 1975)

5.2. Co-operation with services within and outside the Educational Guidance System

In the opinion of most experts today, not only professional counsellors but also the teaching personnel at school and university should - if to a lesser degree - engage in educational counselling. Some commentators even fear that the extension of the psychological EGS will "deskill" teachers in this area and therefore plead for preparing them to a larger extent for general counselling tasks (and, if necessary, for decreasing the number of school psychologists) (cf. Hornstein 1977).

At present, these fears may be less pressing than those concerning a possible stagnation in the development of the EGS. For this reason, psychologists and educationists should work together more closely. This internal co-operation refers to the collaboration of

- the EGS, teachers and schools,
- school counsellors and psychologists,
- the EGS at school and university level.

In addition, there are a number of agencies whose co-operation is indispensable for the EGS because they fulfil supplementary functions which support the EGS and complement their work. External co-operation is most important with

- the vocational guidance and employment service (see chapter IV),
- child guidance,
- social and youth welfare institutions as well as health services, etc.

III. CURRICULAR VOCATIONAL GUIDANCE

The learning processes in schools are aimed at qualifying students to cope with present and future life situations. Undoubtedly, work is a dominant life situation. From this point of view one can say that schools have a duty to prepare young people for the world of work.

It was two decades ago when in the Federal Republic of Germany a specific curriculum covering this task was initiated by the German Committee for Advancement of the Educational System ("Deutscher Ausschluß für das Erziehungs- und Bildungswesens"). Since then this curriculum, called "Introduction into the World of Work" ("Hinführung zur Wirtschaft- und Arbeitswelt", or "Arbeitslehre" in short), has been implemented in the "Hauptschulen" of all the federal states (cf. Wöppel 1984).

In general, this "Introduction into the World of Work" includes a general orientation to the world of work, education in work behaviour and an introduction to vocational choice. It covers up to 5 hours per week in the 7th, 8th, and 9th grades of the "Hauptschulen". Special learning methods include industrial visits, work experience of 1 or 2 weeks' duration, and practical courses in school workshops.

In detail, the curricula differ between the federal states. The following curriculum of the state Baden-Württemberg may be regarded as an instructive example (cf. Bundesminister für Bildung und Wissenschaft 1979):

7th and 8th grade:

- economics (1 h per week)
- technology (2 h per week)
- home economics/textile working (2 h per week)
- cross-curricular project (about 40 h per year)

9th grade

- economics (about 30 h)
 - economics of a vocational field (about 30 h)
 - technology of a vocational field
- or
- home economics/social work of a vocational field (about 90 h)

Related to vocational choice preparation, a cross-curricular project in grade 8 is of special interest. This project, called "Orientation in Occupational Fields" ("Orientierung in Berufsfeldern"), comprises the following sequences:

- Sequ.1: instructional preparation for exploring a workshop place (5 h)
- 2: exploring a workshop place in a firm (3 h)
- 3: evaluation of the first exploration and preparation for the second exploration of 3 workshop places representing 3 different vocational fields (7 h)
- 4: exploring the workshop places; 3 optional groups, each group exploring one place (3 h)
- 5: evaluation of the second exploration and information exchange between the groups (6 h)
- 6: first "School Talk" ("Schulbesprechung", cf. chap. IV.4.) carried out by a vocational counsellor, dealing with the question "how to make a vocational choice" (2 h)
- 7: third exploration of a workshop place, if possible each student exploring a place related to his/her preferred occupation (5 h)
- 8: evaluation of the third exploration, information exchange, and discussing some aspects of vocational choice (9 h)
- 9: second "School Talk" by a vocational counsellor dealing with problems of realizing a preferred training/occupation (2 h).

The curriculum also provides that the students participate in work experience of 2 weeks' duration after completing the above-described project.

The "Introduction into the World of Work" is carried out by teachers. Most of them are poorly prepared for this task. Their own career has developed in isolation from broad experiences in the world of work and they acquire their knowledge by teaching and participating in short-term courses of further education. But there is an increasing number of teachers who have already obtained special skills at teacher training colleges or universities by selecting relevant

disciplines (economics, home economics, social science, politics, technical and textile working) or special courses concerning "Arbeitslehre".

As mentioned, the "Introduction into the World of Work" is only implemented in the "Hauptschulen", and - not surprisingly - the actual instruction does not always function as the written curriculum provides.

In "Realschulen" and in "Gymnasien" there are no special vocational orientation curricula. In these schools vocational orientation has been considered to be a pervasive function of the whole curriculum or at least of a group of educational subjects (social science, economics, geography, history, politics). This means that teachers, when introducing the above-mentioned subjects, have to take account of the occupational aspects of the subjects.

But this strategy of incidental vocational orientation has proved to be ineffective. At present, there are several attempts to supplement the vocational orientation function of the traditional subjects by short-term vocational orientation curricula. In Baden-Württemberg, for example, a cross-curricular project, called "Berufsorientierung in Realschulen", has been implemented. This project has been developed from the above-outlined project on "Orientation in Occupational Fields". But it is not intended to implement a full equivalent to the "Arbeitslehre" in the "Realschulen" und "Gymnasien".

IV. VOCATIONAL GUIDANCE SERVICES

1. Introduction

Vocational guidance in the Federal Republic of Germany is a function assigned to the Federal Employment Institute (FEI) by the Employment Promotion Act (Arbeitsförderungsgesetz). According to this law vocational counselling is the sole and exclusive responsibility of the FEI. Other institutions - including schools and universities - are prohibited from offering individual vocational guidance (see sec. 4 and 29).

The main and foremost principle of Vocational Guidance Services (VGS) is determined and defined in Article 12 of the Basic Law, i.e. the Constitution of the Federal Republic of Germany. This Article guarantees to each and every citizen the free choice of an occupation or profession and a place where appropriate training is to be taken. Therefore, above all, the VGS had to be understood as an institution helping people to realize their Basic Right of a free vocational choice.

Section 1 of the Employment Promotion Act links the functions of the FEI, including those of the VGS, to the social and economic policy of the Federal Government. The declared aims are the achievement and maintenance of a high level of employment and the continual improvement of employment structures with the objective of promoting economic growth. But this economic aim is balanced by sec. 27 stating: "In vocational guidance, the physical and intellectual abilities and the character, inclinations, and personal conditions of the counsellee must be considered."

In accordance with these legal provisions, the basic philosophy of the VGS is to help individuals to satisfy their needs and to develop their personality during their vocational career and, at the same time, to help the economy to cover its manpower demands.

The tasks of the VGS are: vocational orientation (i.e. information and instruction by personal means and via media), vocational counselling, obtaining apprenticeships, and promoting professional training

(see sec. 25-32 of the Employment Promotion Act). These tasks are related to the following clients: students in secondary and higher education, and trainees. Young people who want or are forced to enter the labour market without training and young people without jobs after completing training are clients of the Employment Services, provided for through a department of the Employment Offices. All services of the VGS are free of charge.

In organizational terms, the VGS is a part of the FEI, established as a self-governing legal body, and as such separated from the general education and the vocational training system as well as from federations of industry, crafts, and commerce. Therefore, the VGS can be defined as an agency between the educational and the occupational system.

2. Organizational Structure and the Funding of the VGS

The VGS is an organizational part of the FEI, i.e. its various offices (Bundesanstalt für Arbeit 1964). The FEI is a self-governing legal body where representatives of employees, employers, and public institutions decide on policy and on the strategies through which the legally determined functions are to be carried out. The principle of self-government is consequently realized at every administrative level of the FEI. The FEI consists of

- 1 Head Office in Nuremberg (Under the direct control of the Head Office are various special offices),
- 9 regional Employment Offices (Landesarbeitsämter),
- 146 local Employment Offices (Arbeitsämter),
- 483 Auxiliary Offices (Nebenstellen).

This organizational structure indicates that the VGS is bound into an institution that is centralized, extensively subdivided, and comprehensively covering the territory of the Federal Republic of Germany. At each organizational level, the VGS is represented: at the policy level (Head Offices and Land Offices) as well as at the operational level (local Employment Offices and Auxiliary Offices).

At the operative level, the VGS is an organizational part of the Employment Offices which consist of 6 departments:

- Employment Service,
- Unemployment Insurance,
- Vocational Guidance Service,
- Occupational Psychological Service,
- Occupational Medical Service,
- Administration Department.

As a body incorporated under public law, the FEI has its own budget. The budget drawn up by the Executive Board and declared by the Governing Body (Verwaltungsrat) requires the consent of the Federal Government. The budget is financed by contributions from employees and employers. Presently the rate of contribution is 4.6% of the employee's income, half paid by the employees and half paid by the employer. The top level of contribution is determined by the assessment margin of the social pensions insurance scheme, i.e. DM 4,200 at present.

3. Staff of the VGS and Training of the Professional Staff

With regard to the different groups of counselees, one has to distinguish

- the vocational counsellor for students at the first stage of secondary education,
- the vocational counsellor for students at the second stage of secondary and for students of higher education,
- the rehabilitation counsellor for the handicapped,
- the apprenticeship placement officer.

The counsellors are responsible for vocational orientation (on a group basis) and vocational counselling, the apprenticeship placement officer for training placements. The VGS department is managed by the department chief assisted by section chiefs and "administrative officers" (Sachbearbeiter). The administrative routine work is done by "officials" (Bearbeiter, Hilfsarbeiter). The department chief of the local VGS usually is recruited from section chiefs or vocational counsellors for the second stage of secondary and higher education, the section chiefs from experienced counsellors.

The quantitative development of the personnel of the VGS at the operative level is shown in table 8. This table shows the number of posts authorized in the budget.

The most specialized training of counsellors is that of counsellors for the first stage of secondary education. This training is described below in more depth than the training of the other counsellors. The former ones are trained at the "Fachhochschule des Bundes für öffentliche Verwaltung, Fachbereich Arbeitsverwaltung" (Federal College for Public Administration, Department of Labour Administration) in Mannheim. The three-year programme comprises basic studies of 18 months' duration as well as a 18-month training in specialized seminars and practice-related courses in the Employment Offices. Students in this training programme have to fulfil the following prerequisites: college entrance degree (attained after successfully completing 12 years' schooling), and completing a vocational training of 3 or 3 1/2 years and two years of work experience. The training scheme of the 18 month course in Mannheim is outlined in table 9.

Undoubtedly, this training scheme meets the task requirements of vocational counsellors. Nevertheless, one can criticize the imbalance of the curriculum content. Law and economics are represented by the highest numbers of lectures and seminars. This contrasts with the results of a representative study in which vocational counsellors were asked to rate the significance of vocational counsellors' training content. "Occupational studies", and psychological and pedagogical subjects, ranked much higher than legal or economic subjects (Bußhoff 1986).

The vocational counsellors of the second stage of secondary education and higher education are trained in a one-year course. During this year they spend one semester at the "Verwaltungshochschule" in Speyer (an institution of higher education for post-graduate studies), some weeks in the Administrative Schools of the FEI, and the remaining time in several departments of the Employment Offices. The training scheme can be characterized as being a mini-course in comparison with the one outlined above. The details of this mini-course have often changed in recent years, thus indicating that there are many unsolved problems with it. For those who want to become vocational counsellors

Table 8: Quantitative development of the personnel of the VGS
 (according to information from the FEI, Jan. 1986)

Personnel of the VGS	1960	1970	1979	1985
department and section chiefs	212	267	345	353
vocational counsellors for the first stage of secondary education	1039	1305	1812	1600
vocational counsellors for the second stage of secondary and higher education	48	168	610	548
rehabilitation counsellors	--	--	275	361
apprenticeship placement officers	--	--	337	370
administrative officers	} 1162	} 104	213	229
officials			469	633
assistant officials			1171	1150
total	2461	3015	5211	5189

Table 9 : Curriculum content of the college-based part of the training of counsellors for students of the first stage of secondary education, according to an unpublished scheme running since 1985

Subjects	45-minute units
<u>Law:</u> introduction to the legal system, constitutional law, administrative law, private law, judiciary law, social security law, labour law, Employment Promotion Act	427
<u>Economics:</u> basic concepts of economics, financial policy, labour market theory, labour market policy, system of social security, basic concepts of business economics, firm analysis, job analysis, personnel management, statistics	446
<u>Psychology:</u> basic concepts of psychology, communication and social interaction, diagnosis and assessment, counselling theory, methods and techniques of the counselling interview, methods and techniques of group counselling	280
<u>Pedagogy:</u> learning methods and techniques, curriculum development and planning of instruction, vocational orientation measures, micro-teaching, microcounselling, vocational choice theories, educational policy, andragogy, empirical educational research	246
<u>Sociology:</u> basic concepts of sociology, social sociology, organizational sociology, social attitudes, socialization, employment and occupational sociology	180
<u>Occupational studies</u>	122
<u>Task-related studies</u>	90
<u>Computer processing</u>	52
<u>Optional courses</u>	150

for students at the second stage of secondary education and higher education, a university degree of any discipline, but preferably in the social sciences, is required.

The rehabilitation counsellors are recruited from experienced counsellors. They are qualified for their special tasks by in-service training and through courses at the Administrative Schools of the FEI. These courses deal with the problems associated with the various kinds of handicap, special guidance problems, methods and institutions of rehabilitation, and the complex legal base of rehabilitation.

The training scheme of apprenticeship placement officers and administrative officers is like that of counsellors in the first stage of secondary education, but the curriculum content is concentrated on legal and administrative matters. Psychological and pedagogical subjects are restricted to an introductory level. Students who want to become placement or administrative officers need only a college entrance degree. After several years of job experience in the Employment Office, they have the chance to become counsellors by in-service training.

4. Strategies, Techniques and Clients of the VGS

The tasks of the VGS comprise vocational orientation, vocational counselling, obtaining apprenticeships, and promoting professional training. These tasks are pursued through several strategies and techniques of which the most important are described below.

(a) Initial school talks (Schulbesprechungen)

"Initial school talks" are instructional, two-hour sessions with a vocational counsellor in which "the most salient matters of concern to young people preparing to choose and enter a vocation are to be discussed" (Bundesanstalt für Arbeit 1969a, I.1.15). As a rule, they take place in the school and address a whole class (class discussion) or groups of students of the same age (age-group discussion). The "initial school talk" is the most important form of direct (personal) vocational orientation through the VGS. They are usually scheduled

for the next-to-last school year of the various streams and are didactically linked to the "Introduction into the World of Work" (Arbeitslehre) carried out by teachers. Normally two "initial school talks" take place in every class or age-group; they amounted to 96,159 altogether in the "statistical" year 1984/85 (statistical data in this subchapter are based on information provided by the FEI in Jan. 1986 relating to the "statistical" year from September to August).

"Initial school talks" have two objectives. The first is to impart a basic vocational orientation as a curriculum element of the "Introduction into the World of Work" carried out by teachers. In this respect "initial school talks" deal with such topics as: how to make a well developed vocational decision, how to match one's aptitudes and interests to appropriate occupations, and how to find an apprenticeship. Second, "initial school talks" give the vocational counsellor the opportunity to establish personal contacts with the students and to promote confidence in the work of the VGS, thus stimulating students to use other services offered by the VGS.

"Initial school talks" are considered an indispensable activity of the VGS. Nevertheless, they produce some problems. Studies by Lange & Becher (1981) and Becher et al. (1983) show that very high expectations are placed by students in "initial school talks". Among these expectations are some that can be fulfilled neither by class-oriented interactions, nor by counselling sessions in small groups (see group counselling), and others that are appropriate for group teaching or group counselling but cannot be fulfilled within the restricted time-schedule devoted to the "initial school talks".

Under these conditions it is hard work for counsellors to avoid disappointing students as the above-mentioned studies attest. Unfortunately many counsellors attempt to fulfil students' expectations very extensively. Consequently, a frequent comment made by teachers after attending an "initial school talk" is that "less content would have been more efficient" (Bußhoff 1982).

(b) Individual vocational counselling (Einzelberatung)

Individual vocational counselling is the core activity of vocational guidance. Carried out in the form of person-to-person counselling in the Employment Office, one session takes about 45 minutes.

1,355,210 counselees attended a counselling session in the statistical year 1984/85 and there were statistically 1.6 sessions on average for each counsellee. In the last two years, 50% to 60% of the students leaving school had used the individual counselling service.

Analysing the counselling process, we can identify three types:

- information-counselling: the counsellee wants only information.
- decision-counselling: the undecided counsellee wants to make some steps toward a decision (the process involves four stages: defining the problem, exploring interests and aptitudes, discussing vocational alternatives, planning and implementation).
- realization-counselling: the counsellee is committed to preferred alternatives and wants help in realizing them (Schaefer 1977, p. 28-57).

If the exploration stage does not provide a sufficiently well-based picture about the counsellee, the counsellor can introduce a psychological assessment provided the counsellee and those responsible for him or her consent to this procedure. The psychological assessment is carried out by the Occupational Psychological Services which constitute an organizational part of the Employment Offices (see chapter IV.1). When the results of the psychological assessment are available, the counsellor arranges another interview with the counsellee. In some cases, team-counselling takes place, i.e. the counsellor, the occupational psychologist and the counsellee co-operate in a counselling session to solve the problem of the counsellee. As the above-cited figures indicate, in the vast majority of cases the vocational counselling process is restricted to one or two sessions. This, undoubtedly, results from the fact that counsellors often are forced to cut off the counselling process in order to give all advice-seeking young people a chance to attend at least one counselling session. The ratio of counsellors to counselees was 1:540 in the statistical year 1984/85. On the other hand, from the perspective of counselees, the counsellor is primarily defined as an information

source (Bußhoff 1984, p.298 f.), so one can suppose that in many cases one or two sessions may fulfil the counselees' expectations. In general, it was discovered that the more detailed and comprehensive the interview was, the higher its importance was rated by the counselees, and that counselees with a lower level of education evaluated the interview as being more important than did counselees with a higher level (Kabbert 1982, p. 24 f.).

(c) Group counselling

Group counselling is considered as a "bridging" activity to be inserted between "initial school talks" and individual counselling. It was introduced in 1980 (cf. Bundesanstalt für Arbeit 1980) and since has increasingly been offered by the VGS. In the statistical year 1984/85, 48,606 counselees participated in 8,725 group counselling sessions.

Group counselling is defined as an immediate and enhanced communication between counselees for solving commonly shared problems. The primary function of the counsellor is that of a facilitator. The number of participants is restricted to a maximum of seven. Group counselling sessions are usually initiated by the counsellor during the "initial school talks" and take place when enough students sign up for a particular theme or career-related personal problems. The average duration of group counselling sessions is 1 1/2 hours. In theory one can differentiate between theme-centred and client-centred group counselling. In reality the most common form is a mixed one which is partly client-centred but more dominantly theme-centred. That is why the "theme-centred interaction model" of R. Cohn (1980) - enriched by basic Rogerian postulates - functions as the methodological framework. An evaluation study (Esser 1984) shows that there is a need to develop a model closer to the clients' problems (mainly expressed in terms of occupational information deficiency) and to their communication abilities as well as to the working conditions of the VGS (the personnel situation only allows short-term interventions).

(d) Parents' meetings (Elternveranstaltungen)

"Parents' meetings" are designed for the parents of students of the penultimate grade of schooling. The two-hour meetings take place in schools in evenings. Usually, they start with a lecture covering the following topics: how can parents facilitate the vocational choice process for their children, which training and occupational opportunities are available in the area, and which of the VGS services can parents use. Thereafter the counsellor initiates a discussion and stimulates the parents to ask questions concerning the problems with which they are faced.

Since in all studies parents prove to be the most influential factors and the preferred people to talk to concerning vocational choice problems (Bußhoff 1980, Saterdag & Stegmann 1980, p. 81 ff., Kabbert 1982, p. 27) "parents' meetings" are considered to be an important part of vocational guidance. Correspondingly, the number of meetings has steadily increased in the last few years, from 6,989 in the statistical year 1977/78 to 9,502 in 1984/85.

(e) "Contact day" (Präsenztag)

In organizational terms the "contact day" means that the vocational counsellor is periodically present for one day in the schools she or he is responsible for. The length of the intervals varies from some weeks to some months depending on the staffing levels of the local VGS. On a middle-term basis, it is intended to harmonize this practice by offering "contact days" at monthly or even shorter intervals.

During the "contact day", the counsellor can carry out "initial school talks", group counselling sessions, and (initial) individual counselling sessions, as well as co-operating with the headteacher and other teachers, especially the teachers for the "Arbeitslehre", concerning organizational and educational matters relating to preparation for vocational choices.

(f) Media

The personal activities of the VGS are supplemented by the use of media, i.e. brochures, films and slide series, special publications containing up-to-date information, and information provided through the mass media. It is impossible to describe all these media in this context. The brochures which all students receive are:

- "Mach's richtig" which aims to confront students with the basic tasks involved in vocational choice and to instruct them systematically in planning the vocational choice process.
- "STEP-Plus", a computer-assisted programme by which personal traits - based on self-assessment - can be matched to occupations. If the students post the sheet with their self-assessment, they receive a computer printout describing suitable occupations and the relevant training opportunities in the area where they live. Without using the computer matching facility, "STEP-Plus" can be used as a self-exploration programme. "STEP-Plus" was tested in two Land Employment Office areas for some years and will be offered to all students from 1986.
- "Beruf aktuell" which contains brief descriptions of all training programmes and occupations suitable for school leavers from the "Hauptschule" and the "Realschule".
- "Blätter zur Berufskunde", a comprehensive series of brochures each describing in detail an occupation and the corresponding training; students receive a limited number of these brochures free of charge if they post an order form inserted in "Beruf aktuell".

For special groups, i.e. handicapped or foreign young people, there are special brochures, e.g. "Auf dem Wege zum Beruf - Ausgabe A" (a brochure for slow learners), "Auf dem Wege zum Beruf - Ausgabe B" (a brochure for the deaf), "Auf dem Wege zum Beruf - Ausgabe C" (a brochure for the blind, printed in Braille), "Mach's richtig" in polnischer Sprache (the Polish version of "Mach's richtig"), "IZ für Ausländer" (vocational newspaper in several languages for young people and their parents from Turkey, Greece, Italy, Spain, and Yugoslavia).

(g) Vocational information centres

"Vocational information centres" are freely accessible and can be used by anyone when they will. They offer a variety of easily understandable brochures and booklets on occupations and professions, short videofilms, series of slides, audiotape interviews, learning programmes and a library. In addition, these centres have group rooms where school classes, teachers groups, vocational trainers, parents and other interested groups can meet and obtain vocational information. Students get some information about the "vocational information centres" and they are encouraged to go there by the counsellor during the "initial school talks". In some states, schools organize the first visit in groups (classes or age-groups) to help the students overcome the reluctance to go there. If so, the vocational counsellor gives some group instruction on how to use the centre before students start to work individually.

By April 1986, 82 "vocational information centres" had been set up: it is planned to set up 141 altogether. Large rural areas are covered by mobile vocational information units on a weekly work basis. 1,038,518 visitors of the Centres and the Mobile Units were counted in the statistical year 1984/85, around 15% of these belonging to the clientele of the Employment Services.

(h) Apprenticeship placement

Apprenticeship placement is carried out by placement officers. In accordance with sec. 29 of the Employment Promotion Act, they have to take care that suitable young people are placed only in training positions that are beyond reproach with respect to professional qualifications, health standards, and educational prerequisites. The placement officers base their recommendations on the assessment of the counsellee given by the vocational counsellor and on the official statements concerning the suitability of the training place given by the authorities which are made responsible for this by the Vocational Training Act, such as Chambers of Crafts, Chambers of Industry and Chambers of Commerce. The placement officer arranges individual contacts between applicants and firms or other apprentice training institutions and supplies the information required. He or she also

gives advice and information if the two parties have already come into contact with each other but additionally wish to hear the placement officer's opinion about the suitability of the applicant or the training place before any training contract is signed. In any case, the process of application, the negotiation of the apprenticeship (within the framework of the legal directives of the Vocational Training Act) and the conclusion of the contract depend solely on the employer on the one hand and on the applicant and his or her parents on the other.

If no suitable opportunity for training can be found on a local level, the placement officer contacts other Employment Offices to find an apprenticeship in neighbouring districts, another part of the Land Employment Office area or in areas of other Land Employment Offices. In cases where this so-called "equalization placement" operates, the mobility of the applicants is promoted by grants given by the Employment Offices.

The use of computers in apprenticeship placement ("Compas") is being tested in 2 Employment Offices. It is intended to equip all Employment Offices with a computer for this function.

Still 1985 "apprenticeship placement" has been monopolized by the Employment Offices. But the relevant sec. 4 of the Employment Promotion Act was modified this year in that the FEI can grant a concession on apprenticeship placement to private institutions so long as they fulfil certain prerequisites. This measure is expected to contribute to diminishing the current discrepancy between the number of applicants and of training places. Since all data indicate that this discrepancy will reverse in the nineties (Parmentier 1984) the concession of apprenticeship placement to private institutions has been limited to the end of 1989.

At present, the situation is still critical. There were 769,433 applicants, but only about 710,000 offered training places in the statistical year 1984/85. The Apprenticeship Placement Service of the Employment Offices was involved in bringing together applicants and companies or other institutions offering training places in 442,466 placement interviews.

(i) Organizing pre-training courses

In the Federal Republic of Germany, the educational policy intends that every young person leaving the school after 10 years should have the opportunity to complete a 3- or 3 1/2-year apprenticeship of which the conditions are regulated by the Vocational Training Act. Nevertheless, there are young people who fail to enter an apprenticeship after leaving school, due to personal deficits and/or to the shortage of training places. Addressing these young people, the VGS organizes various types of Pre-Training Courses that last one year. These courses are aimed at improving the chances of young people to enter an apprenticeship or to get a job. 43,097 young people participated in such courses in the statistical year 1984/85 (Bundesminister für Bildung und Wissenschaft 1985, p. 100).

The curricular structure of the Pre-Training Courses varies depending on the problems of the target groups (e.g. vocationally immature, learning handicapped, children of migrant workers). The course for children of migrant workers (MBSE), for example, intends to effect a cultural and vocational integration at the same time. This course lasts one year and comprises about 500 hours "German Language and General Education", 350 hours basic theoretical instruction and 1,000 hours basic practical training in 3 occupational fields.

One of these types of courses, addressed to vocationally immature young people, shows a decreasing number of participants. The reason is that the "Vocational Preparatory Year" has been established for grade 10 students as an element of the formal educational system. The "Vocational Preparatory Year" has replaced the corresponding Pre-Training Course offered by the FEI. It introduces young people into different occupational fields and allows them, at the same time, to make up the 9th degree of the "Hauptschule". In 1984/85 41,675 students attended a "Vocational Preparatory Year" (ibid., p. 45).

(j) Promotion of vocational training

The promotion of vocational training is concerned primarily with financial aids given in order to support young people in realizing their chosen vocational training. This so-called "individual promotion"

depends on the income of the trainee and the earnings of his or her parents. Furthermore the VGS promotes those establishments or organizations which provide facilities for vocational training ("institutional promoting").

In summary one can emphasize the wide variety of tasks carried out by the VGS. This results in many people coming into contact with the service. Therefore it is not surprising that a recently published study has found that 95% of a representative sample of the population of the Federal Republic of Germany know the VGS. According to this study, the image of the VGS is fairly satisfactory: 77% rated the VGS as being the best of all the existing occupational information sources and 56% stated that the VGS was more client-centred while 27% thought the VGS to be more labour-market-centred (Bundesanstalt für Arbeit 1985b, p. 868 f.).

5. Linkages

Sec. 32 of the Employment Promotion Act prescribes that the VGS should co-operate with numerous organizations and institutions such as schools, organizations of employers and employees, social welfare institutions, Health Services, and rehabilitation institutions. These linkages refer to institutions outside the Employment Offices. But the co-operation of the VGS with services within the Employment Offices are worth mentioning too.

5.1 Linkages within the Employment Offices

The most important service within the Employment Offices linked to the VGS is the Occupational Psychological Service. As mentioned above (see chapter IV.4), the Occupational Psychological Service supports the VGS (and the Employment Services) through assessment and counseling. While counselling is carried out in rare cases, mainly in difficult cases, assessment is the everyday work of the occupational psychologist. The latter is introduced by the counsellor - with the consent of the counsellee - if the interviewing diagnosis is considered insufficient to allow a valid assessment. Depending on the advice of the counsellor, two kinds of psychological assessment are performed. The first is assessment by the psychologist. In this case, the

psychologist undertakes the testing and interviewing in relation to special questions put by the counsellor and finally writes a report for the counsellor. In order to answer the counsellor's questions, the psychologist selects a test or test battery available on the general test market or developed by the Central Study Group for Research and Development of the Psychological Service of the FEI. The second kind of assessment is done by computer. In this case, a general assessment is requested by the counsellor. The computer assessment covers the domains of abilities and interests. The results are converted by computer into suitability statements and the computer printout is given to the counsellor. In the statistical year 1984/85, 175,000 test examinations were carried out (information from the Central Study Group for Research and Development of the Occupational Psychological Service of the FEI, Jan. 1986).

The Employment Service is another service within the Employment Offices linked to the VGS. Young people who do not desire to undertake vocational training or who are forced to enter the labour market without training - due to personal deficits or to the shortage of training places - are clients of the Employment Services. There are employment officers qualified by in-service training who take care of the young unemployed. In many cases the vocational counsellor and the employment officer co-operate to find the best solution for the counsellee. Since in past years youth unemployment has increasingly occurred after completing vocational training, the vocational counsellor and the employment officer carry out a "team initial school talk" in Vocational Schools in order to discuss with the trainees problems relating to the transition from training to employment. These "school talks" are still in a development phase and they are not yet carried in all Employment Office districts.

5.2. Linkages to services outside the Employment Offices

Special significance is attached to the co-operation of the VGS with schools. For this reason, the Co-operation was formalized in 1971 by the "Rahmenvereinbarung über die Zusammenarbeit von Schule und Berufsberatung" (Basic Agreement on Co-operation between Schools and Vocational Guidance Services) signed at the Educational Ministers' Conference, as well as by special agreements at the regional level. The

main topic of these agreements refers to the co-operation between the vocational counsellors and the teachers concerning instructional vocational guidance.

The instructional vocational guidance is implemented within the curriculum of the "Introduction into the World of Work" (Wöppel 1984, p. 156). Great efforts have been made during the last few years to free the "initial school talks" (see chapter IV.4) from the characteristic of being a single event and to incorporate them into the continuum of the teaching-learning process within the school. Prompted by a report on the development of a curriculum for "Vocational Choice Instruction" (Dibbern et al. 1974), model experiments were conducted in several states to test the didactic integration of measures to prepare students for the process of vocational choice carried out by the schools and by the VGS. A summary report of these model experiments (Dibbern 1983) shows that the curricula being developed differ greatly from one state to another and that they are still in a developmental stage. This means that the "initial school talks" can neither be based on a uniform structure nor can rely on the relative stability of the curricula now being developed. Despite the undisputed progress made in the incorporation of "initial school talks" into the school curriculum, in most cases one can rarely speak of a true integration.

In this context one can question whether "co-operation" should mean "integration". Furthermore, it may be problematic to widen the "initial school talks" to the "Vocational Choice Instruction" comprising many periods to be carried out by counsellors as intended by the above-mentioned model experiments. Counsellors are not teachers, and teachers are not counsellors. Each of the partners should play his or her role. The instructional process of vocational choice preparation should remain the responsibility of teachers (Bußhoff 1984b). A school curriculum which provides one or two periods for thematically unstructured discussions between the vocational counsellor and the students, invites questions to be discussed, and provides opportunities to review the discussion, provides a pedagogically justifiable form of continuity in the teaching-learning process. Instead of carrying out teaching tasks, the counsellor should be more frequently present in schools fulfilling counselling tasks, especially

since by this it is more likely that individual differences of vocational behaviour can be taken into account. It seems that the VGS now favours this strategy. According to an unpublished paper from the FEI, the "Contact Day" is considered to be the cornerstone of the future framework for co-operation between the VGS and the schools.

There are some other projects to improve the co-operation between the VGS and other services. One of these worth mentioning is the EEC-promoted model experiment in Kassel. Aimed at promoting the students' transition this running project consequently embraces all the relevant agencies: secondary I schools, vocational schools ("Berufsschulen"), firms and the VGS. Apart from endeavours to integrate didactic measures ("Arbeitslehre", work experiences, initial school talks), particular attention is being paid to the further education of teachers and school counsellors ("Beratungslehrer").

The co-operation between the VGS and the school-based EGS, regulated by the above-mentioned agreements, is not highly developed. Actually, co-operation between vocational counsellors on the one hand and school counsellors (Beratungslehrer) and school psychologists (Schulpsychologen) on the other is more an exception than a rule in stage I of secondary education. In secondary II, linkages seem to be more developed.

This is also true regarding the co-operation between the VGS and the EGS at university level. Formalized by special agreements between university administrations and the VGS, counsellors for the second stage of secondary and for higher education co-operate with students advisers (Studienberatern) on exchange of printed information, organizing lectures about courses and the corresponding occupational careers, and discussions about employment opportunities for professionals.

The FEI has also made an agreement with the top associations of the German Chambers of Industry and Commerce and of the German Chambers of Trades and Crafts. This agreement regulates the co-operation between the VGS and those agencies or bodies which are responsible

for the implementation of the Vocational Training Act. It was signed for the purpose of ensuring a comprehensive exchange of information on all matters of vocational training, especially information concerning the suitability of training places.

Linkages between the VGS and employers as well as employees are institutionalized in that employers and employees are represented at all administrative levels of the FEI (see chapter IV.2). Needless to say, the local VGS is in constant contact with employers regarding information exchange, apprenticeship placement, helping teachers to carry out the "Introduction into the World of Work", and organizing industrial visits and work experience for students, industrial visits for counsellors etc.

V. CONCLUSION

Unlike in many other countries the spheres of responsibility of the EGS and the VGS are strictly separated. Due to this fact, the two services have been developed in different ways and face different problems. So far as VGS is concerned, one can claim that there has been an impressive development during the last 15 years. Stimulated by the Employment Promotion Act of 1969, the personnel has been greatly increased, a college-based 3-year programme for the training of vocational counsellors has been established, new guidance strategies and methods have been introduced (Vocational Choice Instruction, Vocational Information Centres, Group Counselling, Contact Days), the use of media has been developed, and there has been an increasing number both of counsellees and of vocational orientation measures. Finally, the introduction of computers in guidance is under way.

But there are indications that this development of the VGS has been somewhat overstretched its resources and that satisfactory professional standards have not been achieved in some fields of vocational guidance. Some studies reveal that the VGS fails to sufficiently fulfil the counsellees' expectations, mainly in the field of information giving (cf. Bußhoff 1980, Lange et al. 1981).

Since vocational guidance is monopolized, all groups of young people seeking vocational advice are potentially clients of the VGS. One can doubt whether a monopolized service is as flexible as is needed to meet the expectations and needs of special groups (e.g. the handicapped or children of migrant workers). But this is speculation.

Concerning teachers' contribution to prepare young people for the world of work, one can claim that teachers are not sufficiently involved in vocational guidance (cf. Bußhoff 1984b). Many studies indicate that - apart from parents, friends, and significant relatives - teachers have the most influence on students' orientation. This fact is not reflected in guidance practice. This is true at least in "Realschulen" and "Gymnasien": the "Introduction into the World of Work" is only implemented in "Hauptschulen". This curriculum needs further consolidation (cf. Dauenhauer 1984) and is a model that should be adapted to the other school types.

Regarding the future development of the VGS, the FEI has announced that intensive endeavours have to be concentrated on qualitative consolidation. For consolidation purposes, the tasks which seem to be given priority are:

- improving the further education and training of vocational counsellors,
- evaluating the use of media,
- improving the "parents meetings",
- transferring information tasks and routine work to computers,
- co-operation with employers to overcome the shortage of training places and the worrying level of youth unemployment,
- co-operation with the EGS,
- co-operation with schools, especially concerning "Vocational Choice Instruction",
- studies evaluating the vocational guidance service.

Regarding the EGS, a broad theoretical discussion on educational guidance has been set in motion, and is showing an increasing tendency to reconcile conflicting points of view. According to this growing consensus, Educational Guidance is, first of all, the task of every teacher at school and university; these will be supported in their work by specially qualified guidance personnel (school counsellors, school psychologists, student advisors) notwithstanding the different organizational structures of the EGS at school and university. In order to bring the quantitative development of the EGS up to the best standards indicated in tables 5-7 within the next decade, enormous financial efforts will have to be made on the part of the Federal states.

According to the Second General Plan on Education (1980), the following measures will have to be taken in order to secure a continuous supply of counselling services in every field of the educational system until 1990:

- Extension of school counselling with special regard to guidance counselling, individual counselling and therapy, and system counselling. School counselling addresses itself to students, parents, and teachers.

- Improvement of counselling prior to entering university (i.e. during secondary education II) and while studying at the university.
- Establishing central and regional EGS to secure a complete network of EGS. In addition, the extension of school-based EGS is to be continued and intensified; this applies particularly to schools for handicapped children.
- At the same time, (supplementary) training programmes for guidance personnel (school counsellors, school psychologists, and student advisors) should continue to be developed; the preparation of teachers for their tasks in Educational Guidance should be improved.
- Research efforts should be increased; successful forms of EGS at school and university should, on the basis of a lively exchange of information between research and practice, be tested and continue to be developed; this could be supported by establishing an EGS documentation centre.

The primary goal of all endeavours would, however, have to be the further development of co-operation between EGS and VGS on the one hand and of both and other counselling institutions (child guidance, drug counselling, health service, youth welfare service, and others) on the other. In the light of the present employment situation, close co-operation between the student counselling, vocational guidance, and job placement services seems to be particularly urgent.

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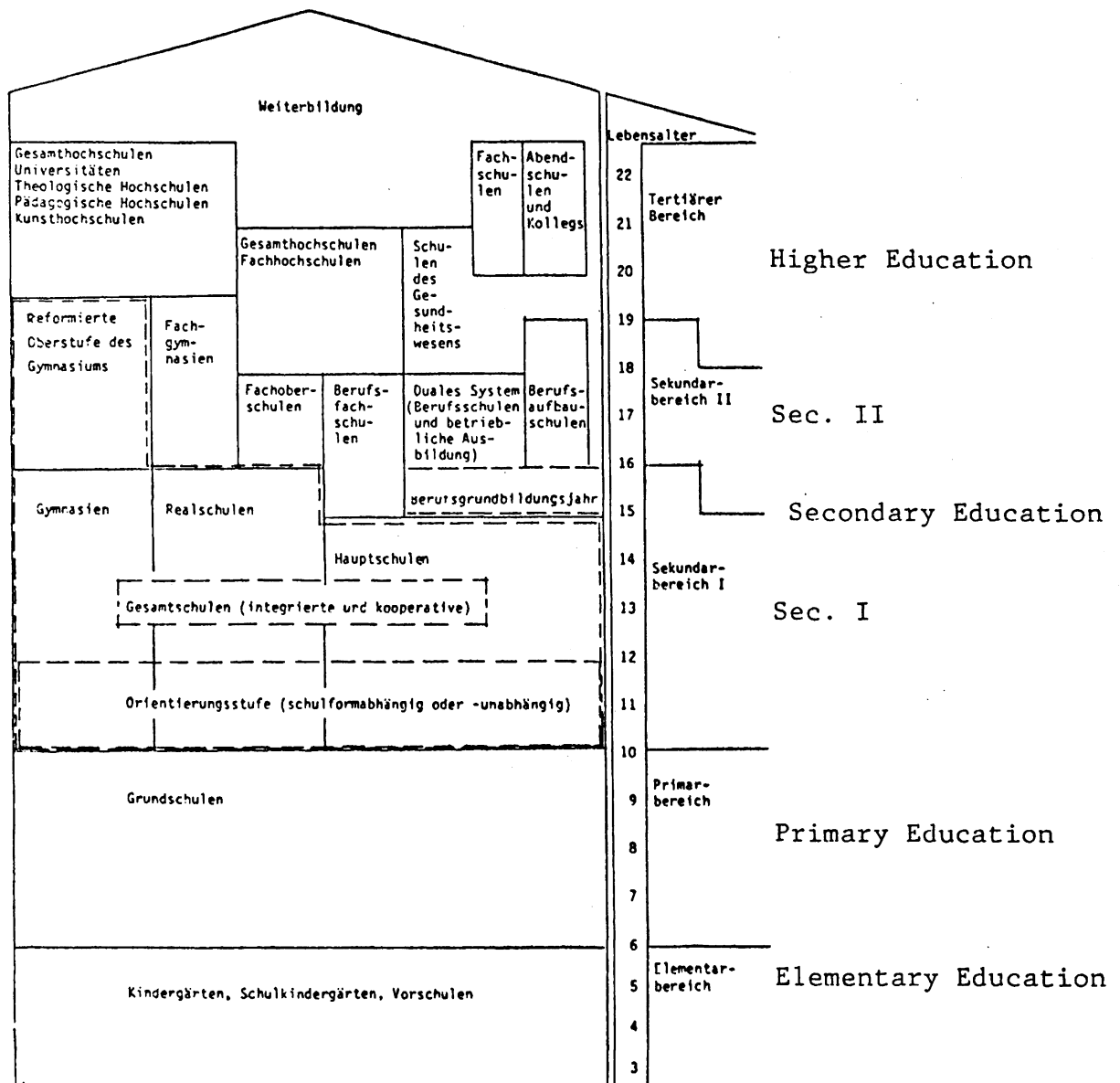
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ANNEX

Structure of the Education System
of the Federal Republic of Germany *
(cf. Bundesminister für Bildung und Wissenschaft, Grund- und
Strukturdaten, Bonn 1981, p.8)



* - The figure shows the typical structure of the education system of the Federal Republic of Germany. There are differences between the federal states.
- The figure does not show the distribution of students.

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