

Institutionalisation of further education counselling

Prof. Dr. Rudolf Tippelt (LMU München)

**International Workshop „Making Lifelong Learning a Reality“
Cologne 8.3.2004**

Counselling and guidance plays a key role in the implementation of Lifelong/ Lifewide Learning strategies in Europe. I will focus in my contribution to the process of institutionalisation of further education counselling.

In 1999, an important specialist in counseling Wilhelm Mader pointed to the fact that there are generally two different forms of institutionalised further education counselling in Germany: Counselling in specifically-established information centres and everyday counselling in further education institutions. In other words, counselling which is bound or not bound to a responsible body.

In the beginning I would like to pose 2 questions.

1. Counselling which is bound to a responsible body or better to a specific further education institution – what is it able to offer?

Proceeding on the assumption that there is a plurality of further education institutions in the regions and taking the everyday work of providers of further education as a basis, it becomes evident that any institution and any provider of further education has to offer counselling services as an integral part of the tasks in adult education. It is clear: Counselling is an integral part of pedagogical activity.

Thus the specific provider of further education within an institution has to cope with several individual counselling services (cf. Kallmeyer and others 1979, p. 16 f), which are as follows:

- Course selection advice
- Classification advice
- Certificate course advice
- Target group counselling
- Social pedagogic counselling
- Individual counselling
- Multiplier counselling

- Course instructor counselling.

2. Counselling which is not bound to a specific further education institution – what is it able to offer?

Maybe it complies with a German tradition to react by founding a formal institution as soon as a problem has been recognised. On the other hand, there were problems which had already become visible and which could be better solved by independent, mostly communal further education information centres than by individual further education institutions. The regional information centres for further education focus on the following tasks:

- Information, counselling and motivation of people seeking counsel through individual or group counselling;
- Advertising among target groups and public relations;
- Gathering and editing information; Investigating the demand for further education and the deficits in offers;
- Counselling service for responsible bodies, co-operation with further education institutions, collaboration in the communal education and further education planning (cf. Kejcz 1988. p. 73).

Particularly in the field of gathering and editing information and investigating the demand for further education and the deficits in offers, there has been a change during the last years due to the possibilities of combining further education databases and information systems with counselling. Experts are more and more convinced that competent further education counselling in the future will only be possible by means of adequate information systems (cf. Kramer 1989, resp. 1990).

However, individuals and groups who are acquainted with information technologies and motivated to further education will increasingly investigate the corresponding information on their own. In my BMBF-financed representative empirical studies we found out that especially the young well trained and highly motivated “New Performers” are willing and able to do so. Thus, the personnel in information centres which are not bound to responsible bodies cover these specific counselling areas (cf. Bauer 1991):

- **Qualification counselling** particularly concentrates on continuing vocational training. It supports small and medium-sized enterprises in coping with new

technologies and the demands that come with modern forms of personnel and organisational development.

- **Promotion and career counselling** attends to the planning of the professional career of certain target groups, especially emigrants, women who are looking for a part-time job, unskilled, elderly, and long-term unemployed. This kind of counselling concentrates more on the individual and the biography. The labour administration institutions and local authorities can also use the databases to get information on adequate educational providers and measures.
- **Further education counselling** in the narrow sense is likely to promote further education motivation and strengthen the willingness to further education through information and public relations. In large cities, corresponding comprehensive information centres work in close collaboration with providers of further education, the chambers and the labour agencies.

In the late 90th a survey was carried out among further education information centres which are not bound to responsible bodies. The institutions specified that they mostly provide motivating further education counselling, promotion counselling, educational career counselling and above all qualification counselling. Learning and course guidance are less frequently demanded.

The regional education information centres (N = 58) are subject to different responsible bodies: About one quarter was subject to a communal responsible body, the second quarter is a registered association, the third quarter is affiliated to a college of further education (Volkshochschule) and the remaining quarter belonged to another organisation, either an independent responsible body or a trade union. The centres were mainly subsidised by state and communal authorities, but also European subsidies played a role.

Today we have in Germany an interesting discussion whether the regional labor offices should provide more and more further education guidance and counselling – maybe we come back to that in our workshop. One of the reasons of the growing influence of Employment and Labor offices in counselling is the change of target groups in the last years.

When asked for the social characteristics of the people seeking counsel, the following findings emerged: The majority are the unemployed needing counsel, long-term unemployed and people threatened by unemployment. They were followed on the second rank by returnees to work, as well as individuals interested in education with

out-of-date qualifications or misguided career choices. It seems that women make use of further education information centres which are not bound to a specific further education institution more frequently than men (cf. e.g. Fahrenberg/Vollmer 1991; Vester 1994, Faulstich-Wieland and others 1994; Tippelt and others 2003).

Unfortunately older learners are not very often the clients/ customers of guidance services – sometimes this goes not along with the intentions of these services.

When asked frankly for the most frequent problems with which the regional further education information centres are dealing, the following were mentioned:

- Questions for education offers, in particular school qualifications, professional qualifications and further education possibilities;
- Labour market: regional demands, vocational chances after further education, etc.;
- Financing possibilities, support by the employment office and questions of law;
- Career planning, job selection and professional reorientation, in particular unemployed returning to the job market, problems of motivation and personal development of the counsel seekers.

These focal points in counselling show that pure informatory counselling in many cases is not sufficient.

Nowadays it is becoming clear that the number of counsel seekers is increasing, that despondency and disillusion are growing due to being unemployed in spite of having had a good education, that it is becoming more and more difficult to be motivated for further education, that psycho-social problems of the clientele are generally on the increase, that it is also becoming more difficult for counsel seekers to finance further education, that the demand for qualification and professional further education is growing, that consultation services for setting up an own business – the new selfemployment - are increasing in number, but that the demand for general and political further education is decreasing at the same time and that the further education market is increasingly locking towards the "non-privileged", also as a consequence to the cuts in assistance.

The fact that women in particular make use of counselling services shows that today an increasing number of women who are living near the poverty level demand counselling, that women are increasingly unemployed, that also elderly women in their mid-fifties who lost their jobs are looking for further education possibilities, and that higher qualified women try to find their way in a diversified spectrum of further

education offers for women (cf. Fahrenberg/Vollmer 1991; Nassauer 1989; Pressel 1989; Tippelt 1997; Schiersmann 1997; 2003).

Problems within regional further education counselling

A representative poll which was carried out on behalf of the Federal minister of Education and Science among persons aged between 19 and 64 years, shows that the lacking transparency of the further education market can form an obstacle for further education. Particularly in the former Eastern Germany, the rapidly changing further education market was in the 90th and is still not transparent. According to interviewees in the former Eastern Germany, half of them would still like more information and counselling, even if the situation has improved during the last few years (Kuwan 1997; Siebert 1999; Barz/Tippelt 2003). Transparency in Western Germany also has only slightly but has improved compared with the „Berichtssystem Weiterbildung 1991“ (Federal ministry of Education and Science 1993). Interviewees who have attained a higher level of education claim to have a substantially better overview of the further education offers than the average population (cf. Federal ministry of Education, Science, Research and Technology 1996; Kuwan 1997; Barz/Tippelt 2003).

There's no doubt that the Employment Office was the most frequented of the institutions which offer further education counselling. But one reason for the limited efficiency of further education counselling in the past was that the general conditions for counselling were still subject to competition. In addition, regional competition between the responsible bodies makes it difficult to bring transparency to further education; it often impedes information acquisition for counselling purposes and complicates communication. This in turn impedes the possibilities to incite new offers which meet the educational needs of those seeking counselling, and complicates the co-ordination of offers in terms of regional primary care (cf. Kejcz 1988, p. 144). Although in most cases the further education laws of the German states provide that the responsible bodies for further education should install co-operation committees on different levels, there was in the 90th no satisfying solution to reducing competition between the responsible bodies and to improve the co-ordination of further education offers (cf. Tippelt/Eckert/Barz 1996).

But we have also seen positive change in recent years: It is true that in many Learning Regions the cooperation between education institutions is much better than it was before – especially in the field of counselling, too.

Quality in further education counselling is largely determined by the scope and the quality of information available in counselling. Considering the plurality of responsible bodies in further education and the variety of further education targets and ways to learn, the further education sector can be considered very complex. The problem of acquiring sufficient information is based on this structural condition. During the discussion, the implementation and use of data-based information systems in further education counselling is sometimes offered as a proven solution. In a spatial respect, differentiation was made between information systems at the institutional, regional, nation-wide and even European levels. Of course in most cases, regional databases also include offers from neighbouring regions. We know today that a central data storage on a nation-wide level turns out to be useful, but only if information on specific regional offers is also made available.

As far as the contents are concerned, differentiation is made between general, professional, and scientific further education offers. Although it is often difficult to draw the line concerning the contents, it is evident that the datapool of the databases is dominated by offers from the professional sector.

The Konzertierte Aktion Weiterbildung (Concerted Action in Continuing Education) (1990) suggested a guideline of minimum requirements for the data to be stored, following the information criterion of the Federal Labour Office: Educational target/description of measure, educational institution's address, educational institution's responsible body, fees/costs, promotion possibilities, school education, type of required professional education/category of persons admitted, type and duration of a promoted professional practice, type of training, number of training days/hours, beginning/application deadline, duration, educational focuses, qualification type, particularities, keywords (Federal minister of Education and Science 1990). I think this guideline and key information are still up to date.

Generally speaking Counselling is an important mechanism to develop and support regional and national strategies of Lifelong learning.

During the past years, the European Community Commission has tried to initiate programmes for education, professional education and continuing education, in order to promote the mobility of young employees and in this way to awaken a stronger

intercultural understanding. In the context of the European Market, young people should have the opportunity to receive professional training, to educate themselves and to find a job in other member countries. Young people should be allowed to plan their professional training, their further education and their future professional career in such a way that they can work in any state of the European Community. It should be possible to complete courses in other countries, to attain qualifications and certifications and to work abroad for a shorter or longer period. Everyone who is entrusted with the education of young people (parents, teachers, trainers, employers, etc.) has an increasing demand for information and also for counselling (career counselling and further education counselling), if he/she really wants to make use of the higher mobility which has become legally possible. In the context of the programmes of the European Community, counselling is aimed at facilitating transnational mobility and encouraging students, young people and manpower to realise their professional chances within the Single Market. Improved information and counselling can be seen as a long-term future investment in order to overcome remaining inhibitions. Thus, European professional and further education counselling is an important concept maybe a concrete utopia that corresponds to the universalistic tendencies in counselling (European Community Commission 1992).

This means

- cooperation and coordination on a regional level between further education providers is necessary and possible, f. e. in Learning Regions;
- needed is both: counselling in further education institutions and guidance services in not bound regional information centers (communal centers or labor offices);
- guidance services in tertiary education – in universities and higher education institutes – are more educational than occupational in nature and show great disparity in quantity and quality between these institutions;
- counselling is often linked to key decision-making points such as transition from school or university to work;
- quality indicators for counselling and guidance are important; f.e. description and enumeration of inputs, processes and outcomes;
- unemployed adults appear to be the main target groups of guidance provision – that is the reason for the high activity of Employment and Labor Offices in counselling

- important is, that the concrete interests and competences of learners and potential learners are fundamental for counselling,
- a key assumption is that it is important to tailor counselling to the customers or even consumers needs; regional information systems are very helpful but often only in addition to direct personal counselling;
- older workers and general employed persons have at the moment least access to guidance and counselling;
- it is true that social inclusion strategies are fundamental for counselling and many guidance services, nevertheless learners not at risk have guidance needs as well;
- Consultants need adequate informative systems but they also need the skills to locate, identify, evaluate and understand the guidance needs of diverse social groups, and they need professional training;

Guidance services and counselling are in the same time investment in lifelong learning strategies.

Literaturverzeichnis:

- Bachmair, S. u.a.: Beraten will gelernt sein: ein praktisches Lehrbuch für Anfänger und Fortgeschrittene. Weinheim 1994
- Bauer, G.: Weiterbildungsberatung. In: Mitteilungen aus der Arbeitsmarkt- und Berufsforschung Heft 2. 1991, S. 375-384
- Beck-Gernsheim, E.: Individualisierungstheorie: Veränderungen des Lebenslaufs in der Moderne. In: Keupp, H. (Hrsg.): Zugänge zum Subjekt. Perspektiven einer reflexiven Sozialpsychologie. Frankfurt am Main 1994
- Beuck, R./Harke, D./Voss, S.: Qualitätsmanagement und Qualitätskriterien für die Bildungs- und Weiterbildungsberatung. Potsdam 2000
- Braun, J./Fischer, L. (Hrsg.): Beratungsstellen für Weiterbildung. Fallstudien über Aufgaben und Leistungen in fünf Städten. Berlin 1983
- Bundesminister für Bildung und Wissenschaft (Hrsg.): Weiterbildungsberatung als kommunale Aufgabe. Schriftenreihe Bildungsplanung 38. Bonn 1981
- Bundesminister für Bildung und Wissenschaft (Hrsg.): Konzertierte Aktion Weiterbildung: Empfehlungen zur Integration von Datenbanken in der Weiterbildungsberatung Heft Nr. 6. Bonn 1990
- Bundesministerium für Bildung und Forschung (Hrsg.): Berichtssystem Weiterbildung 2000. Bonn
- Deutscher Bildungsrat: Strukturplan für das Bildungswesen 1970. Stuttgart 1970
- Deutscher Industrie und Handelstag (DIHT): Weiterbildungsdatenbanken Plus durch Kooperation. Empfehlungen zur Kooperation von Weiterbildungsdatenbanken. Bonn 1992
- Döbber, K.-O.: Weiterbildungsdatenbanken. In: Tippelt, R. (Hrsg.): Handbuch der Erwachsenenbildung/Weiterbildung. Opladen 1999, S. 771-777
- Eckert, T./Schiersmann, C./Tippelt, R.: Beratung und Information in der Weiterbildung. Hohengehren 1997
- Fahrenberg, B./Vollmer, M.: Weiterbildungsverhalten von Frauen mit geringen Bildungsvoraussetzungen und in schwierigen Lebenssituationen. Stuttgart 1991
- Günther, S.: Kontexteinflüsse im Lebenslauf als Ressource für die Berufsberatung. München 2000
- Haas, W./Müller, A.: Weiterbildungsberatung – Standort, Dilemma und Perspektiven. Hamburg 1986
- Harke, D./Krüger, H.: Weiterbildungsberatung in den neuen Bundesländern: Entwicklung und Leistungen unterstützender Strukturen für die Weiterbildung.

- Berlin, Bonn 1999
- Heidelberger Institut Beruf und Arbeit (Hrsg.): Qualifiziertes Personal in Ausbildungs- und Beschäftigungsprojekten! Beispiele aus der Fortbildungspraxis. hiba- Weiterbildung Bd. 10/24. 1995
- Herr, E. L.: Counseling in a Dynamic Society. Contexts and Practices for the 21st Century. 1999
- Kallmeyer, G. u.a.: Arbeitspapier: Weiterbildungsberatung. Hrsg.: Pädagogische Arbeitsstelle des Deutschen Volkshochschul-Verbandes. Frankfurt am Main 1979
- Kejcz, Y. u.a.: Modellversuche in der Weiterbildung. Teil 1 Bildungsarbeit mit benachteiligten Zielgruppen. Heidelberg 1982
- Kejcz, Y.: Weiterbildungsberatung – Eine Untersuchung im Auftrag des Bundesministers für Bildung und Wissenschaft. Heidelberg 1988
- Kommission der Europäischen Gemeinschaften: Europäisches Handbuch für Berufsberater. Bad Honnef 1992
- Kramer, H.: Weiterbildungsinformationssysteme. In: BWP Heft 3. 1989, S.18-22
- Kramer, H. (Hrsg.): Weiterbildung. Information und Beratung. Workshop Berlin 1990. Fachinformation zur beruflichen Bildung Heft 4. Berlin/Bonn 1990
- Krüger, W.: Beratung in der Weiterbildung. Paderborn/München/Wien/Zürich 1978
- Krüger, W.: Beratung als Aufgabe in der Erwachsenenbildung. In: Lenzen, D. (Hrsg.): Enzyklopädie Erziehungswissenschaft Bd. 11 . Stuttgart 1984, S. 254-271
- Mader, W.: Weiterbildung und Beratung. In: Tippelt, R. (Hrsg.): Handbuch der Erwachsenenbildung/Weiterbildung. Opladen 1999, S. 318-326
- Norddeutscher Verbund Weiterbildungsdatenbanken (Hrsg.): Handreichung zur Einrichtung und Organisation von Weiterbildungsdatenbanken auf regionaler Ebene. Hamburg 1991
- Pallasch, W.: Supervision. Neue Formen beruflicher Praxisbegleitung in pädagogischen Arbeitsfeldern. Weinheim/München 1991
- Pressel, G.: Weiterbildungsberatung für Frauen – Bedürfnisse der Ratsuchenden und das Konzept der Beratungsstellen in Hamburg. In: Frauenforschung Heft 1+2. 1989, S. 73-83
- Rappe-Giesecke, K.: Theorie und Praxis der Gruppen- und Teamsupervision. Berlin u.a. 1990
- Scheller, R./Heil, F. E.: Beratung. In: Sages, W./Fricke, R.: Psychologie für die Erwachsenenbildung – Weiterbildung. Göttingen 1986, S. 94-98
- Schiersmann, Ch.: Zielgruppenforschung. In: Tippelt, Rudolf (Hrsg.): Handbuch der Erwachsenenbildung/Weiterbildung. Opladen 1999, S. 557-565

- Schiersmann, Ch./Remmle, H.: Beratungsfelder in der Weiterbildung. Hohengehren 2004
- Siebert, H.: Erwachsenenbildung in der Bundesrepublik Deutschland – Alte und Neue Bundesländer. In: Tippelt, R. (Hrsg.): Handbuch der Erwachsenenbildung/Weiterbildung. 2. überarb. u. aktual. Aufl. Opladen 1999, S. 54-80
- Stiftung Berufliche Bildung (Hrsg.): Weiterbildungsberatung ein Stück voranbringen. Hamburg 1988
- Tippelt, R.: Weiterbildungsberatung und -informationssysteme. In: Unterrichtswissenschaft. Zeitschrift für Lernforschung Heft 1. 1994b, S. 37-55
- Tippelt, R.: Beratung in der Weiterbildung: Grundlagen und Perspektiven. In: Eckert, T./ Schiersmann, Ch. & Tippelt, R. Beratung und Information in der Weiterbildung. Hohengeren 1997
- Tippelt, R./Eckert, T./Barz, H.: Markt und integrative Weiterbildung. Zur Differenzierung von Weiterbildungsanbietern und Weiterbildungsinteressen. Bad Heilbrunn 1996
- Tippelt, R./Weiland, M./Panyr, S./Barz, H.: Weiterbildung, Lebensstil und soziale Lage in einer Metropole. Bielefeld 2003
- Ueltzhöffer, J./Kandel, J.: Milieustruktur und politische Bildung. Ein Marktmodell und seine praktischen Konsequenzen. In: Meyer, T. Friedrich-Ebert-Stiftung (Hrsg.): Jahrbuch 1993. Zur Lage der politischen Bildung. Bonn 1993
- Wack, O. G. (Bearb.): Bildungsberatung in der Weiterbildung – Erfahrungen, Probleme, Chancen. Internationales Expertenkolloquium Soest in Zusammenarbeit mit dem Europarat und dem Bundesminister für Bildung und Wissenschaft. Soest 1982