

Academic Training for Career Guidance in Germany: From Roots in PES to Increasing Variety

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Abstract: The article is dedicated to the development of career guidance training in Germany. Presuming that national training concepts are closely linked to the institutionalisation of career guidance services, it summarises organisational changes before describing the development of study courses and programmes in the University of Applied Sciences of the BA and in other universities and training providers. The contribution underlines the importance of interpersonal competences and skills, a multi-disciplinary approach and the integration of theoretical with practical units. It highlights a discrepancy between innovative training concepts for all fields of lifelong career guidance on the supply side and the structure of demand, because of the various different perceptions which service providers and policymakers have concerning the competence profile for career guidance counsellors.

Zusammenfassung: Der Artikel beschäftigt sich mit der Entwicklung der Beraterausbildung in Deutschland. Da nationale Konzepte für die Beraterqualifizierung eng mit der Institutionalisierung von Beratungsangeboten zusammenhängen, werden organisatorische Veränderungen beschrieben, bevor die Entwicklung der Studiengänge der Hochschule sowie anderer Universitäten und Qualifizierungsangebote dargestellt wird. Der Beitrag hebt die Bedeutung interpersonaler Kompetenzen und Fertigkeiten, eines multi-disziplinären Ansatzes und die Verbindung von Theorie- und Praxiseinheiten hervor. Festgestellt wird eine Diskrepanz zwischen innovativen Qualifizierungskonzepten für alle Felder der lebensbegleitenden Beratung in Bildung und Beruf auf der Angebotsseite und der Struktur der Nachfrageseite, da die Vorstellungen von Beratungsanbietern und der Politik über das Kompetenzprofil von Beratern uneinheitlich sind.

1 Introduction

Training concepts for career guidance develop within national institutional contexts. They are shaped by past political decisions on how to structure career guidance services in the interrelated fields of labour and education, and also how and where to train staff for which job profiles. In this regard, Germany is distinct from other countries in Europe because career guidance has been under the responsibility of the state, particularly the PES (Bundesanstalt für Arbeit – BA). More than thirty years ago, the BA decided to establish a university to train career guidance counsellors, an worldwide unique act. However, since the 1990s, labour market and educational reforms have significantly altered the long-lasting picture within the PES and beyond. In addition, lifelong career guidance has recently not only been catapulted to the political forefront of international organisations, it has also gained new weight on the national policy agenda of Germany (McCarthy, 2007; Ertelt, 2008).

The following article aims to give an overview of this development. The first part characterises the institutionalisation of career guidance in Germany from a historical perspective, the second part is dedicated to the development of training for career guidance at tertiary level within and beyond PES Germany, the Bundesagentur für Arbeit (BA). It ends with a discussion of progress, shortcomings and prospects for the future.

2 Institutions: The Role of the BA in a Federalist System

Founded in the context of a dual vocational education system and developed to strengthen post-war federalism, the institutions of career guidance in Germany show some specific features:

1. Predominance of vocational orientation and the BA
2. Strong link of career guidance to the labour market
3. Federalism and fragmentation in the field of educational guidance.

First, the labour administration was and up to now remains the nationwide “spine of the career guidance field in Germany” (OECD, 2002: 17). When in 1927 the Imperial Labour Authority (Reichsanstalt für Arbeit) i.e. the PES of the Weimarian Republic, was founded after a period of self-organisation in civil society and different organisations at municipal and regional levels, citizens were guaranteed the right to impartial, cost-free vocational guidance and placement (Müller-Kohlenberg, 2006). Vocational guidance should promote vocational education and help pupils find apprenticeships that correspond to their

abilities and interests. Contrary to more liberal welfare states like Great Britain, private placement and vocational guidance were prohibited and as a result a long-lasting quasi monopole for vocational guidance was established.

The decades following the Second World War witnessed the strengthening of Career Guidance in West-Germany. Career guidance services within the BA were enlarged and organised in a specific department within each local labour agency because vocational choice was increasingly regarded as a process that was to be accompanied and supported by specialists.

With the expansive course of education policies in the 1970s, career guidance responsibilities of the PES were extended to adults as professional careers became more discontinuous and advancing knowledge required continuous professional development. As a result further training became more important as well as special support and preventive measures of active labour market policy.

According to the *Employment Promotion Act* (Arbeitsförderungsgesetz) adopted in 1969, the Bundesanstalt für Arbeit was obliged to offer all-age career guidance. As a consequence special *work counsellors* (Arbeitsberater) were introduced who had the task to support unemployed and employed adults as well as employers with regard to continuous and further training. However, in practice career guidance of adults was above all focussed on the unemployed with access for adult people in employment limited by resource restrictions (Schmuhl, 2003: 470; OECD, 2002).

Secondly, Germany is characterised by a strong link of career guidance to the labour market, particularly with regard to the placement of young persons into apprenticeship, a feature that is inherent to most systems of dual vocational education (Schober, 2007: 104). Therefore, the job profile of vocational guidance specialists for young persons in the PES differs from that on many European countries: with the exception of the period from 1974–1992, job placement was part of their job profile (Müller-Kohlenberg, 2007: 10). This is seen by many career guidance practitioners as an advantage, because it gives them the possibility to accompany the guidance process from orientation and decision-making to labour market integration in a more holistic way.

Thirdly, strong federalism in Germany carries the risk of diverse regional career guidance services because if school and university education belongs falls under the responsibilities of larger regional entities – the “Länder”, the world of labour is federal domain. With regard to vocational orientation at the first and partly also the second transition, the indispensable gap was successfully bridged by national agreements between the PES and the Länder ministers for schools (1971, renewed in 2004) as well as between Higher Education Institutions and PES, defining the responsibilities and duties of each partner. Detailed arrangements are negotiated at local level. For example, subject teachers have

to incorporate at school learning about the world of work and self-assessment at least in the two last classes of the general secondary school (Hauptschule), while PES career guidance counsellors deliver specialised support to prepare the first transition from school into work, into an apprenticeship, or into secondary vocational and higher education. Guidance teachers in schools are responsible for school problems. Additionally, by law apprentices are guaranteed the right to guidance by the staff of the various Chambers which cover problems related to the quality of training or conflicts at work (OECD, 2002; DGB, 2008).

For all other career guidance activities, particularly with regard to continuous and further training or career development for the employed, no comparable agreements exist and therefore the situation found in the Länder and municipalities was and still is rather patchy (Ramboell, 2007).

After decades of relative continuity the career guidance landscape in Germany has experienced considerable new changes since the 1990s. On top of the above mentioned international impulses, there have been a number of national labour market reforms and concepts to enhance lifelong learning. The result is a mixture of promising innovations as well as also some new risks and limitations.

Labour market reforms have put a formal end to the long-lasting state monopoly for career guidance, opening the field for commercial career guidance. After a judgement from the European Court of Justice (1991), private placement was permitted in 1994, the state (= PES) monopoly for vocational guidance was abolished in 1998, and both were completely liberalised without any restrictions in March 2002. Since then a variety of services has grown up in the private (profit and non-profit) sector like associations for the support of disadvantaged young persons, enterprises, health insurance companies, and even banks. However, all in all private, particularly commercial services for both vocational orientation and placement are until now limited to the better-trained and wealthier populations (Müller-Kohlenberg, 2006: 14; Schober, 2007: 105).

Other reforms can be considered quite innovative, improving the organisational setting for career guidance, above all in the work with the unemployed. The new *Customers Center* (Kundenzentrum), developed during the fundamental reorganisation of the BA in 2002¹, has relieved placement advisors from administrative work and has delegated much of the more formal preparatory work and frequently asked questions to specialised entrance units and call centres. Fixed appointments allow for undisturbed personal interviews. As a consequence employment guidance makes for a larger part of their job activities.

1 See also Freitag in this volume.

New concepts have been worked out for the work with long-term unemployed, when in 2005 municipal and PES services were merged into “jobcentres” for those who were not entitled to benefits from the unemployment insurance, i.e. the long-term unemployed and all the recipients of social allowances. These one-stop shops offer combined payment and integration services. By law so-called *personal contact partners* (persönliche Ansprechpartner) became responsible for continuous individualised support. Their work has been increasingly inspired by the concept of employment-oriented case management. Enriching career guidance by methods derived from social work, case management encompasses specialised guidance for those unemployed who present multiple obstacles to labour market integration and who need more individual and systemic support, often in an intensive cooperation with and coordination of municipal social services, e.g. advisory service for debtors, child and youth services etc. (Bundesagentur für Arbeit, 2005; Göckler & Kraatz, 2004).

In the more fragmented educational sector, where responsibilities are by constitution transmitted to the “Länder”, various projects and programmes supplement career guidance delivered by the PES. In numerous federal, regional, and municipal programmes and projects for young persons, partly funded by ESF², mainly social pedagogues provide (self-) assessment, vocational orientation, motivational work and often a more systemic support for young persons at risk. In addition to the university guidance service of the BA, universities increasingly have their own careers services, providing support for the second transition, frequently sponsored by and in cooperation with various companies.

All in all career guidance deliverance has become more innovative, differentiated and complex. Other programmes are for example dedicated to lifelong learning, e.g. *Learning Regions – Enhancement of Networks* (Lernende Regionen – Förderung von Netzwerken), initiated by the Federal Ministry of Education and Research (BMBF). This programme includes educational and career guidance for adults. In 71 regions innovative projects were developed, and will to some extent be continued after the end of the programme in 2008 (BMBF, 2008).³

On the other hand, recent developments carry new limitations and risks. With the fundamental reform in 2002, the BA, named since then an “agency” (Bundesagentur für Arbeit) instead of an authority (Anstalt), political consider-

2 I.a. *Competency Agencies* (Kompetenzagenturen), *Profound Vocational Orientation seminars* (Vertiefte Berufsorientierung) and the newly established *Tutors for Vocational Entry* (Berufseinstiegsbegleiter).

3 The programme “Learning Regions” (2001–2007), partly funded by ESF, will be followed by the programme “Lernen vor Ort” (Learning on site, 2008–2013), including foundations, active in education.

ations gave a higher priority to placement at the expense of resources for career guidance and partly of the hitherto high level of professionalism. As a result the position of work counsellors, i.e. specialised career guidance counsellors for adults, was abolished. Placement advisors can at best only partly fill the emerging gap. Despite a new dynamism and innovative projects and programmes, educational guidance for adults and career guidance for young persons at risk is still patchy, often not transparent nor sustainable over time (nfb, 2007; Ramboell, 2007). Moreover, like in many other countries policies of New Public Management in the BA imposed a strictly outcome-oriented approach, biased towards a “purely pragmatic, efficiency-oriented fast placement of whatever individual in whichever work” (Nestmann, 2007: 15) sometimes at the expense of more sustainable, systemic and holistic guidance solutions.⁴

3 Training: Career Guidance Studies at the University of the BA

How did the training landscape react to the altering social and institutional context? And why does the PES Germany continue to have its own university? To answer these questions we have to go back to the beginning when training for career guidance at tertiary level was established in Germany.

While in the beginning no specialised training was required, growing institutionalisation of higher education for specialists like primary school teachers and social workers during the 1960s enhanced the debate about professionalisation and initial tertiary training for career guidance counsellors in the BA in particular and for specialists in the administration in general (Müller-Kohlenberg, 2006: 7). Following this trend, the BA then decided to qualify its career guidance counsellors as well as some years later also other specialists such as placement advisors at a tertiary level. This decision must be considered a landmark for early and far reaching professionalisation of career guidance.

Initially, in 1972 a vocational academy was set up in cooperation with the Department of Economic Education and Pedagogical Psychology of the University of Mannheim. Therefore, tertiary education for career guidance in Germany was and still is rooted in education. During a transitional period the PES Germany started to run its own university (in 1975), which four years later affiliated to the newly founded *University of Applied Sciences for Public Administration* (Fachhochschule des Bundes – “FH Bund”) as one of ten distinct departments (Ertelt & Königer, 1989: 61 ff.). Since then the department of

4 See also Freitag in this volume.

Labour Administration in Mannheim and after the unification, its second branch in Schwerin offered two interdisciplinary, practice-oriented three-year courses, one in “Career Guidance”, the second one with a broader profile in “Public administration” for placement advisors and other specialist staff with an annual enrolment of approximately 700 students.

With the fundamental restructuring and modernisation of the PES in 2002, unavoidably the existing intra-organisational training system was reassessed. The change from an administrative authority to that of a service of a customer-oriented agency was also mirrored in a shift in staff recruitment from civil servants to employees and in a redefining of work tasks and competences. As a result the question whether to maintain an own university or not, i.e. to recruit undergraduates or graduates who then receive additional intra-organisational training, arose. After three years of sometimes heated debates and studies, comparing existing study programmes at various state universities, the BA took the decision in favour of the maintenance of its own specialist training at tertiary level, because the required interdisciplinary specialist profile was not sufficiently covered by other offers. However, the BA left the network of universities for public administration and in 2006 founded its own *University of Applied Sciences of the BA* (Hochschule der Bundesagentur für Arbeit – HdBA).

Although incorporated into the structure of the PES and financed by the unemployment insurance, the university had to be certified by the state and hence recognised as an independent organisation, having met essential criteria regarding the recruitment of students and teaching staff as well as curriculum development and representation.

Naturally as a corporate university it shows some specific features: first, after enrolment students belong to the staff of the PES and receive a (reduced) salary, secondly, the list of the accepted applicants for teaching staff positions have to be approved not by a ministry like for state universities, but by the executive board of the PES, and thirdly, in order to guarantee the link with the world of work, the university HdBA naturally maintains a culture of dialogue with experienced practitioners including those of the BA.

4 Career Guidance Studies at the HdBA

The foundation of a new university with new Bachelor programmes raises the question of how the curriculum differs from the previous one. What is new and which tried and tested concepts were carried over from the previous university?

First, the basic structure of the study programmes was kept:

- ◆ 3-years, full-time study courses (180 ECTS)

- ◆ 2 study programmes
 1. Employment-oriented career guidance/case management (Beschäftigungsorientierte Berufsberatung und Fallmanagement),
 2. Labour market management (Arbeitsmarktmanagement)
Specialisation for the other specialist job profiles within the PES: placement advisors, payment officers and administrative staff,
- ◆ Dual structure
 - i. e. alternation of academic trimesters at the university with ‘practical’ “Praktikum” trimesters in the PES, jobcentres or companies (5 trimesters at university, 4 trimesters of internships), also abroad.
- ◆ Entrance requirements
Higher education entrance qualification or subject-linked university entrance qualification, or vocational education plus work experience and further qualification. Having some work experience is always looked upon favourably.

Beyond modularisation and adaptation to the requirements for Bachelor programmes, some elements were renewed. In both study programmes, students are given the possibility to opt for a *specialisation*, which correspond to the job profiles in the BA:

Table 1

	Specialisation in
1. Career Guidance	Vocational Guidance or Case Management
2. Labour Market Management	Job Placement Payment Resource Management

The “Praktikum” trimesters have been kept but under new auspices because internships are now part of the study course, thus strengthening the integration of theory with practice. Guided by the teaching staff and supported by tutors in the local agencies, students carry out projects that will be evaluated by credit points. The experience hitherto has been quite positive, because in carrying out limited studies linked to practical work tasks, students learn to apply and reflect

theoretical knowledge and research skills. For example, they analyse the development of the local or regional labour markets, existing target networks or projects, and case studies of vocational orientation or integration. Other tasks serve to improve self-observation, self-reflection and counselling skills during personal interviewing or group information.

With regard to the *module* contents, many tried and tested approaches and methods of the previous university were adopted. This does not come as a surprise because from the very beginning, curriculum development had been guided by work tasks⁵. Furthermore the programme had been continuously developed according to competencies, ethical standards and guidelines of national and international occupational organisations (IAEVG, 2003) as well as the requirements formulated by the OECD and the EU (OECD/EU, 2004; McCarthy, 2004: 175ff.) a task in which the university, namely Bernd-Joachim Ertelt, had actively participated.

1. Education-based approach to career guidance

Emanating originally from *economic education* and pedagogical psychology, the underlying philosophy considers career development as a process of learning, skills development and self-construction of the individual. Career guidance shall increase the individual's capacity to action by creating an appropriate context for learning⁶. Given the close link with the world of work and the emphasis on personal interaction, *economic education* and pedagogical psychology have shaped a concept which will produce (self-)reflective practitioners, able to deliver career guidance for individuals but also HRD consulting for companies.

2. Multi- and interdisciplinarity

Career guidance counsellors have to be "experts of information, guidance and counselling, experts of the education market, the occupational and labour markets simultaneously" (Ertelt, 2000: 4722 f.; McCarthy, 2004: 168). They have to know the principles of educational and adult learning, education systems and labour markets, the interaction of social structures, individual behaviours and careers, to understand and to act in multicultural and increasingly international contexts, moreover, to dispose of legal knowledge (benefits and allowances, instruments of active labour market policy, etc.). Therefore the modules enclose

5 International studies identified 7 work areas in the field of vocational guidance: Information management, individual support, work with groups, counselling and placement, follow-up, networking and management (Ertelt 2000: 4722).

6 See also Dauwalder, Klevenow and Plant in this volume.

six disciplines: education, psychology, socio-logy, economics, management and law.

Contrary to most other tertiary study courses, this multidisciplinaryity is mirrored in a corresponding multidisciplinaryity in the teaching staff. Interdisciplinary modules, projects based on case studies and team-teaching in some modules, help to integrate the various disciplines in relation to work tasks.

3. Special stepwise training scheme for interpersonal skills

Face to face interviews are not the only form of intervention but they can be considered the core of career guidance work. Expert knowledge in other fields risks to go wasted, if staff is not able to make use of it in accordance with the client's individual guidance needs, problem-solving abilities, intellectual capacities and communicative behaviour.

Therefore, among the tried and trusted methods is a special training scheme for interpersonal skills, a stepwise system, using genuine cases and allowing for group and individual counselling in simple and more complex situations. According to the widely acknowledged elements of a counselling process, students are trained first in simulated situations (role plays) where they progress from building a work alliance and assessment to problem-solving strategies, monitoring and follow-up, to real-world situations, where they still are supervised by specialised counsellors-mentors.

They do not only learn how to apply career development and career counselling theories and methods in concrete situations but also how to handle existing tensions and to cope with the roles of "administrator" and "counsellor" in the partly restrictive guidance setting of a labour administration.

The renewal of contents concerned above all a re-orientation from law to management. While the previous study courses gave more weight to law, the new study programmes, in line with public management concepts dedicate more attention to management, monitoring and controlling. Moreover, new concepts for support, such as employment-oriented case management have been integrated into the programme.

Since the end of the 1990s, and already before the fundamental renewal of the university, more importance had been given to strengthening career guidance and counselling skills for placement advisors. Here Germany is distinct from many other labour administrations, because requirements for professionalisation of career guidance were extended to placement advisors. These will be capable not only to work with self-service instruments and information but also to make a sound assessment of resources and weaknesses and to develop an appropriate strategy based on a good work alliance and cooperation with the client, including special concepts, methods and techniques for consulting of employers.

Table 2: *Programme Career Guidance/Case Management: Modules*

TRIMESTER I	
1	Introduction to Economics
2	Introduction to Management
3	Introduction to Social Sciences and Career Guidance
4	Integration to Education and Employment
5	Introduction to Law
TRIMESTER II	
1	Labour market I (Labour market theories, concepts, statistics)
2	Counselling I (Theories, techniques, skills for personal interaction)
3	Vocational counselling (Career theories, career counselling concepts and applications)
4	Vocational Education and further education (Germany and EU, didactics and methods)
5	Integration management I (Career guidance, job search and matching strategies)
TRIMESTER III	
1	Business management I (New Public Management, controlling)
2	Counselling II (Life courses, biographies and counselling practice)
3	Vocational Assessment I (Concepts, methods, techniques and application)
4	Labour and Vocational sciences I (Information sources and information management)
5	Social law

TRIMESTER IV*		
Specialisation Vocational Guidance		Specialisation Case Management
1	Guidance for Employers I (Recruitment)	Case management I (Concept and practice of employment-oriented case management)
2	Labour and Vocational Sciences II (Vocational fields, description, information sources)	Special law (Benefits and assistance for long term unemployed)
3	Group processes (Pedagogical and psychological concepts/counselling)	Group processes (Pedagogical and psychological concepts/counselling)
TRIMESTER V*		
Specialisation Vocational guidance		Specialisation Case Management
1	Vocational Assessment II (Job and work analysis, selection heuristics, procedures)	Case Management and Networking (special law, structures, case studies)
2	Special law for career guidance	Case management II (Social problems and intervention strategies)

* Additionally 5 optional modules have to be taken.

After a more or less identical basic study course, the study programme differs from that in career guidance and case management mainly through a stronger orientation to integration, matching concepts and strategies, management and recruitment, whereas in the career guidance study programme the focus is on career theories and group counselling, special techniques of assessment and on more profound competences in vocational orientation for young people or in case management, depending on the chosen specialisation.

Change will continue in the future. Once this fundamental reform is completed, the HdBA plans to offer modules for continuous professional development and also to develop a Master programme.

Such modernised study courses in the HdBA can contribute to weakening the sometimes bureaucratic culture of behaviours, observed by reviewers and evaluators (OECD, 2002; Ludwig-Mayerhofer et al., 2006), because career guidance is given more weight in both study programmes, and particular attention is paid to the interaction of social contexts, perception and behaviours as well as self-reflection about constraints and tensions inherent to the particular guidance setting in a modernised social administration.

The renewal has strengthened another development: the trend towards recruiting external people has increased, partly inspired by the idea that varied profiles of staff bring varied experiences and impulses to the organisation, as well as by an urgent need for new staff. At present one third of the annually recruited staff (300) is trained at the university of the PES, one third has the opportunity for promotion after an intra-organisational vocational training and some work experience, and another third is recruited on the market and passes through a rather short period of internal training before continuing to learn on the job.

All in all, training and competences levels of specialists in the PES and in the jobcentres after the fundamental reforms are at present not sufficiently homogenous, but nevertheless those changes have been encouraging. The executive board of the BA repeatedly pointed out the importance of career guidance and career counselling and stressed the reputation of the PES as a customer – and service-oriented agency (BA, 2008). As a first step a new basic training scheme for specialists not recruited from the PES university has been elaborated (BA, June 2008), procuring a more systematic qualification for externally recruited staff.⁷ Moreover, in May 2009 it has taken the decision that *all* career guidance and placement staff have to undergo up to one month of special training in interpersonal skills and the new BA counselling concept⁸, depending on previous qualifications and present competences (BA, 2009). Supervised interviewing and case conferences will become standard elements of continuous professional development. After having stepped back as regards the professionalisation of its staff, the PES is now progressing again.

7 7 weeks (placement officers), 12 weeks (career guidance specialists) of theoretical training and integrated practice, improving the quality of subsequent learning on the job by a mentoring system and an individual tailor-made further training

8 A more detailed description of this concept is given by Rübner in this volume.

5 Training beyond the BA: Increasing Variety

Current trends mirror the described dynamics in the institutional landscape of career guidance services. Thus training offers have multiplied and the debate about professionalisation of career guidance has reached more stakeholders.

Due to the Bologna process, many universities have developed training programmes at Master level, with most of them focussing on psychosocial counselling, some on career guidance in the context of management and Human Resource Development, one with a more information-oriented profile on guidance and social law (listed in Schiersmann et al., 2008: 180–185).

Among them one Master programme is dedicated to career guidance: the Master programme in Career and Organisational Guidance Science (M.A. Berufs- und organisationsbezogene Beratungswissenschaft, m.a.bob), offered by the Institute for Education Sciences (Institut für Bildungswissenschaften – ibw) at the University of Heidelberg, which was developed and has been operated in cooperation with the University of Applied Sciences of the BA in Mannheim. Started in 2006, it covers particularly the hitherto underdeveloped field of career guidance for further training for adults and reconciles two domains of career guidance i.e. individual and organisational guidance, particularly for training providers.⁹

Moreover, various projects, training programmes and also university study courses recently have begun to fill the existing gap in relation to specialised staff for career guidance beyond the PES. Within the “Learning Regions” programme, a network of eight regional training centres (Regionale Qualifizierungszentren – RQF) was founded, running a part-time, extra-occupational training programme (110 hours) which covers in interdisciplinary approach basic elements for career guidance in fields like educational guidance and lifelong learning, counselling process and self-reflection, counselling approaches, legal regulations and sponsoring (www.bildungsberatung-verbund.de).

These efforts gain further impetus from other projects run by the trade unions and supported by the Ministry of Education like *Guidance Campaign Crafts* (Beratungsoffensive Handwerk – BOHA), targeted to train advisors from the Chambers of Crafts as well as providers for the follow-up of the dual vocational education period¹⁰ or Life and Work (Leben und Arbeiten – LeA), offering training for work council members in order to stimulate educational coaching at the workplace.¹¹

9 For more details see Schiersmann & Weber in this volume.

10 BOHA encompasses a two-week training programme for practitioners, which was piloted, yielding positive evaluation results (www.dgb.boha.de).

11 See www.dgb-lea.de.

Growing competition in the field of job placement, offers by PES, by municipalities and commercial services has stimulated training supply: Frankfurt University has developed a further training programme *JobPromotor*, a 16–20-days (144 hours) extra-occupational training for Career Consulting, Job-counselling and placement, aimed at vocational counsellors, placement officers, and career counsellors.¹²

Increasing professionalisation can above all be observed in the work with long-term unemployed in the Jobcentres, run since 2005 by the BA and the municipalities. Training programmes for *Employment-oriented case management* are above all offered by the PES, that deliver further training consisting of 240 hours + 40 hours of supervised interviewing and case conferences, and that is certified by the German Association for Care and Case Management. Beyond that offer, various certified and non-certified seminars are provided by state universities as well as by private universities and institutes.

6 Conclusions

The German case shows that the development of training for career guidance is closely linked to institutional reforms, labour market and education policies. The end of the state monopoly in career guidance in 1998, a fundamental reorganisation of labour market institutions and also various reforms in higher education institutions as a consequence of the Bologna process, as well as a policy focussing on lifelong learning, have begun to change the career guidance and training landscape in the last decade. After a long tradition of tertiary academic training for career guidance in the University of Applied Sciences of the BA, recent developments in Germany can in many regards be viewed upon as progress: on the supply side there is more variety, because beyond the long established and renewed programmes at the University of Applied Sciences of the BA, other universities now offer study courses and programmes in several fields of lifelong career guidance.

All in all Germany disposes of well-developed academic training curricula for all fields of lifelong guidance, including career guidance for adults in employment, case management for clients with multiple obstacles to education or

¹² The curriculum was adapted from the Global Career Development Facilitator (GCDF), a training programme, certified by the NBCC which was elaborated in the mid-1990s. In seven modules, basics of career guidance are taught, mainly counselling, profiling and assessment, naturally matching processes and labour market information, but also an introduction into case management, follow-up and diversity of counselees (<http://www.job-promotor.de/dokumente/LeistungsbeschreibungJP.pdf>).

labour market integration and also guidance in the field of recruitment and human resource development in companies, thus integrating not easily reconcilable domains of guidance for individuals and guidance for companies.

Most of the curricula for career guidance in Germany are close to education and pedagogical psychology, based on the presumption that the key to high quality career guidance services and therefore to curriculum development are competences of interpersonal action. Why is that so? The answer is that the ability to operate professional face-to-face interviews, group information and counselling guarantees that indispensable expert knowledge in various fields and disciplines can be applied in accordance with the guidance needs of the user. A well constructed and carefully observed work alliance is regarded a crucial factor to enable the individual to make adequate career decisions and to implement them, as required by the definition of career guidance given in the European Union Career Guidance Resolutions (2004, 2008).

If on the supply side the situation is rather good, there remain fields for further development in Germany if we use as a criterion to measure the quality of career guidance deliverance, the qualification of counsellors at tertiary level or otherwise. Fact is that despite great progress, initial training and competence profiles of career guidance practitioners are still very uneven.

Contrary to some other European countries, in Germany there does not exist any binding statutory regulation as regards the qualification of career guidance practitioners. As a consequence the demand for academic first or second cycle education is limited at the moment, with the exception of the German PES. That is why new innovative projects such as training units for workplace guidance or follow-up during the period of dual vocational education, are suffering from a lack of sustainability, with the exception of the high demand in training for case management.

What are the prospects for the future? There are signs for optimism. The debate about professionalisation has recently been pushed forward by several driving forces, particularly by a very active German National Career Guidance Forum, that since 2006 has gathered important stakeholders and initiated a project "Coordination process for quality development", defining quality standards and pathways for the implementation of quality assurance for career guidance provisions in Germany (www.forum-beratung.de). Furthermore, we should not forget the German Association for Vocational and Educational Guidance (Deutscher Verband für Bildungs- und Berufsberatung – dvb), which was successful in attracting career guidance counsellors from outside the BA. Important providers like the BA recently have been pointing to the value of high quality career guidance, As result a concept for orientation and employment counselling and a corresponding training concept were developed. In 2011 all em-

ployment advisers will undergo an in-house training to improve the quality of interviewing and counselling for jobseekers. More attention is paid to guidance, counselling and case management for the unemployed and jobseekers of all age groups. Qualitative evaluation studies add to this trend, delivering impressive evidence of the bad effects of bad guidance for individual work biographies.

Given the situation of a large, federal country and the lack of political support, the adoption of binding legal requirements regarding the qualification of career guidance staff does not appear to be very likely in the near future. Hence, the fact that the National Career Guidance Forum is aiming to establish softer instruments such as quality standards for training offers and for career guidance services, can offer a viable alternative, because these results are being developed in a bottom-up approach in a cooperative network of stakeholders consisting of specialised higher educational institutions and practitioners.

7 References

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