CHAPTER 1

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Education is the most treasured asset of fundamental importance to the individual and society. It is not only a process essential to the achievement of personal goals and individual aspirations but it is a means through which societal development can be brought about. Nunn (1945) has stated that education is the complete development of the individuality of child so that he can make an original contribution to human life according to the best of his capacity.

In this context, education performs three major functions i.e., the 'developmental function' by providing opportunities to individuals to develop their unique qualities, the 'differential function' by providing variety of experiences so as to cater to varied needs, abilities and interests of individuals and lastly, the 'integrated function' which stipulates for cultural integration of pupils by developing in them a common core of shared beliefs, attitudes and values.

By performing its above functions, education caters to human resource development, which in turn results in the proper harnessing of material and physical resources. Human resources are developed in many ways but the most obvious way is through formal education. Marshall (cited in Sodhi, 1978, p.47) emphasizing the importance of education as a 'national investment', remarked that, "the most valuable of all capital is that invested in human beings."

Likewise in Indian philosophical thought, a "human being is a positive asset and precious national resource which needs to be cherished, nurtured and developed with tenderness and care coupled with dynamism." Each individual's growth presents a different range of problems and requirements at every stage of development. It necessitates that the whole educational action must be planned thoroughly and executed carefully.

Operating within education, guidance represents society's concern for the individual. Guidance both as a concept and service focuses upon youth and their future. It has worth while contributions to make which include bringing to the students an increased understanding of the educational, social and vocational information needed to make wise choices; utilizing psychological and sociological data by teachers and counsellors for understanding each student as an individual and assisting in learning tasks and, helping individuals understand themselves and the world.

Provision of guidance services as a formal discipline in the educational set up is relatively new in India. The formal acceptance and recognition of guidance is the result of technological and industrial advancement, social development and the ensuing constant increase in complexities of life. Introduction and strengthening of guidance services has
been suggested by various Education Commissions as one of the various strategies to bring about qualitative improvement in education. University Education Commission (1948-49), Secondary Education Commission (1952-53) and Indian Education Commission (1964-66) have all recommended introduction of guidance services in educational institutions. In the more recent 'National Policy on Education' (1986) though explicitly not much mention has been made of guidance services yet, it is apparent that the entire scheme is based on guidance philosophy and guidance point of view is the undercurrent through out the document.

In the wake of industrial and technological advancement came greater demand for vocationalisation of secondary education, thus making educational and vocational guidance at school stage a dire necessity. In the 'Programme of Action' for implementing the National Policy of Education (1986) it was proposed that vocational courses should cover 10% of the higher secondary students by 1990 and 25% by 1995. Hence, during the VII Five Year Plan (1985-90) impetus was given to vocationalisation of higher secondary education, which will continue through out the VIII plan period and even after. Besides, under new pattern of education (10+2) after 10th grade a student has to choose whether or not to continue his education and which stream or course to select. The various educational options available, their linkage with present educational options and with later ones and with entry into different occupations; the immense complexity and the rapidly changing character of the world of work on the one hand and the immaturity and lack of exposure of the students on the other hand has made it imperative to provide for educational and vocational guidance in schools.

Rao (1966, p.48) termed guidance as a 'productive' item for the development of human resources. He further states that "it can also contribute to our national economy by reducing the terrific wastage of our limited educational facilities which is occurring today, by reducing labour turnover and raising standards of efficiency and hence of productivity, and by reducing the existing and also potential imbalances in the demand and supply of manpower". He goes to the extent of saying that there can be no true education without guidance in the modern world with its development, diversification and dynamism.

It cannot be denied that individuals need help throughout their lives. However, there are certain stages of human life when guidance is needed more e.g., adolescent stage of development which is marked by physical and emotional disturbances. An adolescent child experiences various problems arising out of certain basic needs like need for a philosophy of life, security, self recognition, freedom from dependence, need for self-support, for success, desire for gaining knowledge, new experiences etc. This stage incidently conforms to the period when children are in school and the maximum need and
importance of guidance is felt at the various stages of schooling. For this purpose a school should provide for a set of guidance services.

Guidance services can be improved most efficiently and intelligently if a continuous appraisal is made of current situation and of possible worthwhile changes. Evaluation becomes a vital part of any on going activity for it is only through a systematic and continuous programme of evaluation that guidance services improve and grow. As Froechlich (1949) has put it so aptly, "Evaluation is a pre-requisite to progress."

An evaluation of guidance programme will be an attempt to determine the worth of the guidance programme. It provides a base for deciding the nature of improvement needed. Better planning, co-ordination and articulation usually result from well conceived evaluative studies.

A review of published literature on guidance reveals that there is paucity of research studies relating to evaluation of guidance services. However, the available research studies as reported in Chapter-3 of present report are related either to the evaluation of guidance programme as a whole or different services taken up separately.

'Guidance programme in general' at school level was evaluated abroad by Froechlich (1941); Finche (1947); Moser (1949); Hartley and Hedlund (1952); Schultz (1953); Reed (1955); McDaniel (1956); Eells (1956); Farwell and Vekick (1959); Pauley and Hein (1961); Riccio (1962); Russell and Willis (1964); Kranzler (1967); Ross and Walberg (1968); Higgins (1974); Newport (1977); Bumroongdom (1977); Dagtab (1981); Beck (1981); Barrow (1982); Ghareeb (1984); Hendrickson (1984); Hosseinnian-Berenji (1985); Butella (1985); Seiffert (1985); Ibrahim and Almas (1985); Casey (1986); Baber (1986) and Skuy et al. (1986).

At college level the studies were reported by Durnall (1952); Starr (1960); Shaw (1968); Bruckner (1971); Cochrane (1974); Reardon et al. (1979); Shylo (1982); Stoney (1985) and Reed and Horn (1986).

A few studies regarding evaluation of guidance programme in general at school level in India were reported by Ghosh (1967); Singh (1971); Garg (1971); Sunita (1978); Batani (1981) and Sawarnjit (1981).

Amatya et al. (1971); George and Pasricha (1971); Arnold and Pasricha (1971); Gajjar (1974) and Central Institute of Research and Training in Employment Service (1980) reported studies at College and University level.

'Individual Inventory service' is neglected by the researchers. Hulslander (1954); Hatch and Steffire (1958); Gibson (1962); Purewal (1963); Miller (1967); Tittle and Zytowski (1978); and Engen et al. (1982) touched some aspects of this service.
A review of related literature with regard to Information Service clearly depicts that most of the studies were related to various methods/techniques followed in different schools for disseminating occupational information. However, a few studies related to the effectiveness of Information Service at school level were reported by Mchaughlin (1953); Crisman and Bryan (1955); Miller (1967); and Velenzuela and Coromote (1985). A few studies at college level and University level were reported by Hall (1949); Grenne (1954); Reeve (1957) and Carter and Hoppock (1959).

Some experimental studies have been carried out in the area of Counselling service by Morehead (1957); Watson and Musseleman (1962); Koepppe and Rothney (1963); Dolan (1964); Lister and Ohlsen (1965); Lieborder (1974); Martin and Colin (1984) and Sullivan (1986) at school level.

Some experimental studies at university level were reported by Hackett (1951); Yong (1957); Seeman (1959); Asysel (1962) as well as Moorehead and Johnson (1964).

A few studies relating to the professional competencies of counsellors, expected and actual role played by counsellors and perceptions of counsellor as a person to seek help from, in the solution of problems, were also reported.

About the effectiveness of Counselling Service in the school setting some studies were reported by Peck and Jackson (1976); Moni and Myrick (1976); Frisz (1984); Denga (1985) and Chang (1988).

At college and University level a few studies were reported by Anderson (1952); Kauffman (1959); Reed (1982) and Ludwig and Pyro (1986).

Bhatnagar (1972); Dandapani (1976); Ghose (1980); Sunanda (1980); Dastinder (1981); Khartri (1982) and Kohli et al. (1985) reported some experimental studies and surveys in the area of Counselling Service in India.

Studies relating to the effectiveness of Placement Service at school level were reported by Bunting (1939); Fleeg (1945); Hallis (1955); Gilbert Youth Research company (1957); Carlin (1960); Stoops (1960); Forrest (1961); Halden (1961); Allen (1961); Schmidt (1962) and Wold (1975).

At college and University level some studies were reported by Braden (1953); Jansen (1955); McMurray (1958); Kerr (1962); Eeberg (1967); Gibson and Mitchell (1970; 1976); Prediger, Roth and Noeth (1974) and Noeth et al. (1984).

Follow-up studies have been conducted by Burt et al. (1926); U.S. Department of Labor (1949); Bringham (1949); Cuony and Hoppock (1951); Shosteck (1953); Rothney and Roens (1955); Lowenstein (1955); Cantoni (1955); Morren and Rothney (1956); Cuony
and Hoppock (1957); Acree and Marquis (1957); Rothney (1958); Carter (1959); Schultz (1963) and Barrow (1980).

State Bureau of Educational and Vocational Guidance, Punjab conducted a survey (1966) as a measure of "follow-up programme" to ascertain whether or not the schools had introduced cumulative record cards sent to them by the Bureau.

Insiste of the fact that the need for evaluation of guidance services has been widely recognised, there is hardly any evidence to show that the need is being met. A persual of the investigations about the evaluation of guidance services shows that though a large number of studies have been conducted in this field yet, only a few deal with the evaluation of guidance programme as a whole. Rothney and Farwell's (1960) statement that "guidance services, like many others in education, are still offered largely on the basis of hope and faith" still seems to have strong support.

There is need for both quantitative and qualitative improvement with regard to research in evaluation of guidance services. Froechlich (1949) reported that the number of published studies about the effectiveness of specific devices and techniques used in guidance was much larger than the number concerned with the success of entire programme of guidance. Cottle's (1957) review of three years literature on research in evaluation of guidance services indicated paucity and limited nature of published studies. His stress on the need for co-operative and better designed research in this field is as appropos today as it was then.

Similarly Cramer and Stevie (1967), while reviewing the literature on pre-college guidance research remarked that the researchers seem to be "whipping dead horses" neglecting areas that need investigation and using only traditional research models. Patterson (1963) remarked, "There is a continuing scarcity of studies evaluating counselling and guidance services, but with some improvement in quality." A similar report was made by Stowing (1966), "The literature in this field pertinent to total programme evaluation is limited. A persual of the last three issues of "The Review of Educational Research" on the current topic reveals quite clearly the paucity of total programme research."

Scarcity of systematic evaluation of guidance programme is not entirely due to apathy; it is partly a result of multiple problems inherent in evaluation. One of the major problems in evaluation is establishing the set of criteria and the development of criterion instruments upon which the whole guidance services or part of it can be assessed and hence evaluated.

Gelatt (1969) pointing to the need for qualitative improvement in research studies remarked that "Guidance Services and research need to involve students more in determining the kind of services to be offered and to involve both students and guidance
personnel more in conducting research. Making students and guidance personnel responsible for participating in studies will improve the chances that research will answer relevant questions, there by increasing the likelihood that research results will be used.

Looking at the Indian scene, the conditions are not much encouraging as regards the provision of guidance services in schools. A survey conducted by Educational and Vocational Guidance Unit, NIE (NCERT) New Delhi in 1985, revealed that 10,970 schools in India were having guidance programme of some kind. But mere number cannot be an indicator of the nature, extent and quality of guidance services offered.

Besides, there has been paucity of research studies relating to evaluation of guidance services. No extensive study has been reported regarding the evaluation of guidance services at school stage in the first, second and third ‘Survey of Educational Research in India’ (Buch (Ed.) 1974; 1979; 1983). A review of literature presented in Chapter-3 of the present report bear a testimony to this fact. Mehta (1985) points out that,”....... evaluative research is so important, and yet so conspicuously absent from the guidance scene in India, that it merits special mention....... Lack of evaluative research has certainly hampered the development of guidance services. Impact studies have now become a must involving the total guidance programme as also its specific components”.

In Punjab and Chandigarh efforts are underway to extend and popularize guidance programme under the auspices of Educational and Vocational Guidance Bureau SCERT, Punjab and, Department of Educational and Vocational Guidance SIE, Chandigarh. The report of the survey (1985) conducted by Educational and Vocational Guidance Unit NIE, NCERT revealed that only 1,469 (60%) schools in Punjab were having guidance programme of some kind. Again, no reference has been made as to the quality of service provided.

Though the guidance programme has been in operation for about thirty years in Punjab and Chandigarh, yet hardly any extensive attempt has been made to evaluate it. An evaluation of the programme is very much needed to see to the effectiveness of the programme and to bring about necessary modifications. Besides, how far the programme has been successful in meeting the objectives set forth for it, is also a question to be probed into.

Rationale for the Present Study

The importance of guidance services in modern times and the paucity of research in the evaluation of such services in India in general and Punjab and Chandigarh in specific has inspired the investigator to undertake the present study entitled ‘Evaluation of Guidance Services in High/Higher Secondary Schools of Punjab and Chandigarh’.
The present study was designed in the light of the following objectives:

1. To present a global evaluation of 'guidance programme in general' in the Punjab and Chandigarh.

2. To undertake 'service wise' evaluation covering the major services i.e., appraisal, information, counselling, placement, follow-up and, research and evaluation services.

3. To compare the effectiveness of 'guidance programme in general' as well as 'specific guidance services' in the Punjab and Chandigarh as evaluated by different groups of evaluators.

4. To find out if any 'urban and rural' differentials exist in the implementation of 'guidance programme in general' as well as 'specific guidance services' as evaluated by different groups of evaluators.

5. To compare the effectiveness of 'guidance programme in general' as well as 'specific guidance services' in 'government and aided' schools as evaluated by different groups of evaluators.

6. To get the present guidance programmes and practices evaluated by policy makers, implementers and beneficiaries.

7. To reach over all conclusions about the effectiveness of 'guidance programme in general' in the Punjab and Chandigarh.

8. To arrive at over all conclusions with regard to the effectiveness of different guidance services such as appraisal, information, counselling, placement, follow-up and, research and evaluation services.

9. To identify the difficulties encountered by different implementers in the effective implementation of the programmes.

10. To offer suggestions emerging out of the study for the better implementation of guidance services in the Punjab and Chandigarh.