CHAPTER 2

THEORETICAL VIEWS
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A. MEANING AND NATURE OF GUIDANCE

The term ‘guidance’ generally denotes some form of assistance given to individuals in making intelligent choices, decisions and adjustments. But this explanation does not suffice the comprehensive domain of guidance programme which it intends to cover in modern times. There is no one agreed definition as to the meaning and nature of guidance. The enormous literature available on guidance depicts that it has been variedly defined by various authorities on guidance, according to their own viewpoint.

Shertzer and Stone (1981, p.40) point out that "efforts have been made to clarify the use of the term by pointing out the distinctions implicit in the word guidance used as a 'concept' (mental image), as an 'educational construct' (intellectual synthesis), and as an 'educational program' (practices taken to meet the demand)."

Guidance as a ‘concept’

As a ‘concept’ guidance denotes a point of view about helping an individual. It represents the individualized and humanized approach to education, as the focus of guidance is the individual in need of help to become well adjusted. It implies a broader view of guidance where by it has been accepted as an integral part of education, as well as a means through which the purpose of education can be achieved.

In it’s beginning guidance was related to assisting pupils in making sound vocational choices. The pioneer in this field was Parson (1908), director of Vocational Bureau of Boston, Mass., who coined the term 'Vocational Guidance'.

This limited concept of guidance was further broadened by Brewer (1932) who considered guidance as identical with education. Defining guidance in this context he said, "Guidance is frequently mis-conceived, it is best understood through the concept of self-guidance, its ultimate aim...... . Guidance is neither adjusting nor suggesting, neither conditioning nor controlling, neither directing nor taking responsibility for anybody...... the work we do in schools may be describing as helping children to understand, organize, extend and improve their individual and co-operative activities. [This] means guidance."

Hamrin (1947) states that, "Guidance is the individualized, the humanized aspect of education. It is the attempt to help the individual to be well adjusted and to make intelligent plans for his future."

Jones (1951, p.71) views guidance as involving "personal help gives by some one; it is designed to assist a person to decide where he wants to go, what he wants to do, or how he can best accomplish his purpose; it assists him in solving problems that arise in his life. It
does not solve problems for the individual but helps him to solve them. The focus of
guidance is the individual, not the problem; its purpose is to promote the growth of the
individual in self-direction. This help....... is always designed to assist the individual."

As a concept Miller (1965) views guidance as a part of the total educational
process concerned with assisting an individual in planning and implementing his decisions in
accordance with the emerging life pattern. He seems to emphasize concern for the total
individual. He espouses the developmental concept as he indicates that guidance services
are for individual developmental needs.

Downing (1968,p.7) terms guidance "as a point of view that includes a positive
attitude towards children and a realization that it is to supplement, strengthen, and make
more meaningful all other phases of a youngster's education."

The implication of 'guidance as a concept' is that it is a point of view which should
permeate each and every aspect of school programme. Indeed, it is a basic orientation
towards working with students, whether in the capacity of teacher, counsellor or
administrator. Thus, not only counsellors or guidance specialists but also teachers in the
classroom have a role in guidance in so far as they foster the guidance point of view, as they
assist the student to develop as a person.

Guidance as an 'educational construct'

As an 'educational construct' guidance refers to the provision of experiences that
help an individual firstly, to understand himself-his assets and limitations and secondly, to
understand his environment-the choices, opportunities and challenges before him. On the
basis of this dual understanding guidance helps to develop in him a capacity to think
critically and to find out ways and means of adjusting to his present situation and plan his
future in line with his interests, abilities and social needs.

Dunsmoor and Miller (1942) conceive of guidance as "a means of helping
individual to understand and use wisely the educational, vocational and personal
opportunities they have or can develop"; and as "a form of systematic assistance whereby
students are aided in achieving satisfactory adjustment to school and to life."

Horn (1943) views guidance as a "process of assisting the individual in
determining, analyzing and understanding his interests, aptitudes, abilities, limitations,
opportunities, problems and needs and in the light of this knowledge to make wise choices
and adjustments in order that he may better serve society and live more happily."

Chisholm (1950,p.17) states that "Guidance seeks to have each individual become
familiar with a wide range of information about himself, his interests, his abilities, his
previous development in various areas of living, and his plans or ambitions for future.
Guidance then seeks to help him become acquainted with the various problems of social, vocational and recreational adjustment which he faces. On the basis of those two types of information and the assistance of counselors, each pupil is helped to face his problems and make plans for their solution.

Glanz (1965) terms guidance as, "a process that offers aid to persons as they attempt to live meaningfully. Guidance is concerned with individuals as problem solving organisms. Guidance aids man at the heart of creative process in living and problem solving and specializes in help to becoming man in decision making, problem solving and life building."

Thus, guidance as an 'educational construct' implies developing in an individual a capacity for critical thinking and to acquire effective problem solving and decision making patterns that will help to build personal values and life objectives.

Guidance as an 'educational programme (service)'

Guidance as an 'educational programme' (service) refers to procedures and processes organized to achieve certain educational and personal goals. Guidance as an integral part of educational programme refers to a systematic and organised service which is implemented to meet the desired educational outcomes. An organised set of specialised guidance services like appraisal, information, counselling, placement, follow-up etc. are provided in schools to achieve the desired goals.

Smith (1951,p.5) defines guidance as a process that "consists of a group of services to individuals to assist them in securing the knowledge and skills needed in making adequate choices, plans, and interpretations essential to satisfactory adjustment in a variety of areas. These services are designed to result in efficiency in areas which require that the individual make adjustments in order that he may be an effective member of society."

Hoyt (1962) termed guidance as a 'constellation of services'. He described guidance as "...... that part of pupil personnel services--and therefore of elementary and secondary education -- aimed at maximal development of individual potentialities through devoting schoolwide assistance to youth in the personal problems, choices, and decisions each must face as he moves towards maturity."

Hutson (1968,p.17) based on the views expressed by Koos (1928) on guidance finds a clear relationship of guidance with total task of education. He says, "...... the supreme purpose of education is the optimum development of the individual. Guidance consists of those distributive and adjustive services which facilitate development. Distribution facilitates development by helping the youth to choose from the array of educational and vocational opportunities those which corresponds most nearly to his
talents...... Adjustive guidance facilitates development....... by removing impediments to optimum progress."

Downing (1968,p.7) says in this context, "Guidance is an organised set of specialized services established as an integral part of the school environment designed to promote the development of students and assist them towards a realisation of sound wholesome adjustment and maximum accomplishments commensurate with their potentialities."

Lee and Pallone (1966,p.68) point out that "Guidance services do not stand isolated from one another, rather they are woven into the seamless garment of a unified program. A guidance program might be defined as a series of organised services and school guidance mindedness designed to provide planned, systematic, pervasive and continuous assistance to all students from kindergarten through graduate school. Hence, guidance is at once services and a point of view."

To conclude, guidance programme working with in the larger educational framework facilitates the achievement of the important educational goal i.e., the optimum development of the individual.

However, all these definitions given above cannot be rigidly categorized under 'concept','educational construct' and 'educational program'. This has been done for their predominant ideas and convenience of the investigator.

On the basis of views expressed by various authors in preceding pages conclusions that can be drawn are – firstly, guidance is a point of view that permeates each and every activity undertaken in school. Secondly, guidance helps the individual to understand themselves and their environment so as to promote self-development and self-direction leading to self-actualization. And lastly, it involves the provision of group of services ostensibly planned and provided in the school to achieve the desired educational goals.

GUIDANCE SERVICES

The school guidance programme includes a co-ordinated group of services known as guidance services. Guidance services are planned and carried out to assist pupils when they make essential plans, choices, interpretations and adjustments.

Shertzer and Stone (1981,p.41) state that, "A program of guidance is the formalized actions the school takes to make guidance operational and available to students."

Different types of classifications of guidance services are found in the literature available on guidance. Myers (1941) stated that a comprehensive programme of vocational guidance should have eight services i.e., self inventory, personal data collecting, counselling,
vocational preparatory, placement or employment, follow-up or adjustment and research service.

Smith (1951) has referred to 5 major services i.e., individual inventory, information, counselling, placement and follow-up service.

According to Lee and Pallone (1966) a guidance programme to be effective should consist of services like (i) counselling (ii) group guidance (iii) information (iv) educational and occupational planning (v) appraisal (vi) records (vii) referral (viii) placement (ix) follow-up (x) developmental (xi) staff (xii) parent and community and (xiii) research service.

A compact and latest classification is given by Shertzer and Stone (1981). They state that guidance programme in modern secondary schools is composed of elements like (i) appraisal (ii) informational (iii) counselling (iv) consulting (v) planning, placement and follow-up and (vi) evaluation components. These components are called guidance services. Where as appraisal, information, counselling and planning components are provided directly to students, consultation and evaluation are not. The effect of latter two are expected to reach students through changes created in the behaviour of teachers, administrators and parents.

The present study includes the following most commonly accepted classification of services :-

**Appraisal Service**

Appraisal Service is also known as Self-inventory or Individual Inventory service. Myers (1941) defines self-inventory as a "service to aid the individual in taking stock of one's personal assets and liabilities. It seeks to acquaint him with and to help him evaluate his abilities, aptitudes, interests, limitations, personality traits and achievements that should be taken into account in making plans for the future."

Ruch and Segal (1940), basing their definition on the uniqueness of every individual state that, "The individual or personal, inventory is essentially an array of those facts about a pupil which distinguish him as an individual apart from others. It must take into account a wide range of such factors as physical development, health, mental characteristics, educational achievement, social background, interests, and special talents. It is the school's formal record of its effort to discover and capitalize the individual differences among pupils."

Roeber et al. (1955,p.133) defined Individual Inventory as "a process of collecting, recording, collating and utilizing information concerning all pupils."
Appraisal Service as viewed by Shertzer and Stone (1981) is one which is "designed to collect, analyze, and use a variety of objective and subjective personal, psychological, and social data about pupils to achieve better understanding of pupils as well as assist them to understand themselves."

Thus, Individual Inventory Service is the primary appraisal programme of the school specialising in the collection of information that identifies each pupil as a unique individual. It assists the pupil to obtain a realistic picture of his abilities, aptitudes, interests, personality traits and his school achievements, in short, to get to know himself on a 'socio-comparative basis'.

Appraisal Service is not only concerned with the whole child but also includes his developmental picture. Every individual is influenced by his past experiences. His present attitudes, habits and abilities have been developed from birth. Thus, Appraisal Service is concerned with the past as well as the present of the child.

The information about the pupils can be obtained from pupils themselves, their parents, teachers, guidance workers, administrators, friends and other individuals who know them. Observation, interview, questionnaire and tests are some techniques used to obtain information from the above mentioned sources. Information thus collected, must be summarized, organised and recorded. Generally, such information is recorded in a cumulative record card, in which various kinds of information about the child is added year after year.

So, the interpretation of the data about the pupil becomes an important activity under this service. This information about the pupil is used by the counsellor to help the teacher and parents to know and understand the pupil to develop the right attitude towards him and to have reasonable expectation of him.

Information Service

Provision of accurate, upto-date, and varied educational, occupational and socio-cultural information is of paramount importance for making guidance programme a success. This function is performed through Information Service.

Norris et al. (1972, p.28) describe Information Service as "that part of a program of guidance services devoted to an analysis of the current and future environment of the students with emphasis upon information that is occupational, educational and personal-social."

Shertzer and Stone (1981, p.41) state that Information Service is "designed to give students a greater knowledge of educational, vocational and personal-social opportunities so that they may make informed choices and decisions in an increasingly complex society."
Thus, Information Service aims at identification, evaluation and presentation of relevant information about the present and the possible future opportunities open to students in all the three areas: educational, occupational and personal-social. This information helps them to make intelligent choices.

Educational Information

According to Norris et al. (1972,p.29) "Educational information is valid and usable data about all types of present and probable future educational or training opportunities and requirements including curricular and co-curricular offerings, requirements for entrance, and conditions and problems of student life." Hence, educational information provides data about curricular offerings and co-curricular activities provided in school, existing post-high school educational programmes and training courses, the entrance requirements, duration of courses, cost, details about the organisation of institutions, facilities available in schools and colleges etc.

Occupational Information

The field of Occupational information provides a large amount of useful material, specifically prepared to help youth in obtaining information about the current and the probable future opportunities. According to Norris et al. (1972,p.28) "Occupational information is valid and usable data about positions, jobs and occupations, including duties, requirements for entrance, conditions of work, rewards offered, advancement pattern, existing and predicted supply of and demand for workers and, sources for further information."

Byrne (1957) defines Occupational information as accurate and usable information about jobs, industries, work processes, employment trends and opportunities. He adds "..... to be effective, occupational information must be collected, processed and used with the accuracy of other scientific material. The field is ever changing, hiring requirements fluctuate with supply and demand and new jobs are created every day."

To conclude, occupational information is meant for acquainting the youth with the world of work giving details and specifications about current and possible future job opportunities and employment trends.

Personal-Social Information

Norris et al. (1972,p.30) have defined social information as "valid and usable data about the opportunities and influences of the human and physical environment which bear on personal and inter-personal relations. It is that information about human beings which will help a student to understand himself better and to improve his relations with others."
The personal-social information helps an individual to adjust well with his social environment. It deals with conditions such as achieving self-insight and understanding, achieving mature relationships with the same sex and the opposite sex, understanding masculine and feminine roles, developing healthy personalities, understanding one’s behaviour and characteristics, understanding others’ behaviours and their needs, adjusting, accepting and understanding home conditions and family members, marital status, personal appearance and manners and etiquettes, social skills, financial planning, leisure-time activities etc.

Information Service provides every type of information needed by the pupils in evaluating their environmental opportunities. Material about environmental opportunities include information concerning such opportunities at all levels-national, state and local. While pupils may themselves obtain limited information about their environment, the responsibility of making the information available to them belongs to the school.

Theoretically, any agency, organisation or individual is a potential source of information. There are printed and audio-visual materials available. Printed materials are available from commercial, educational, industrial, professional and governmental sources. At the local level, information can be gathered by pupils, teachers and counsellors through surveys, visitations, interviews, work experiences and other types of personal contacts.

Information Service utilizes all types of data needed by pupils in their planning or quest for optimum adjustment. The uses of information material are many, varying from those with individual pupils in counselling situations to a wide variety of group procedures.

Counselling Service

Counselling, formerly, viewed merely as a technique and limited to vocational and educational matters is now regarded as the central service in the guidance programme. Moser and Moser (1963) have remarked, "With in the guidance services, counseling may be thought of as the core of the helping process, essential for the proper administration of assistance to students as they attempt to solve their problems."

The following definitions reflect some differences in the emphasis that have evolved over the years with regard to counselling as a process.

Pepinsky and Pepinsky (1954) viewed counselling as "... that interaction which (a) occurs between two individuals called counselor and client, (b) takes place in a professional setting and (c) is initiated and maintained as a means of facilitating changes in the behaviour of a client."
Smith (1955) termed counselling as "... a process in which the counselor assists
the counselee to make interpretations of facts relating to a choice, plan, or adjustments
which he needs to make."

According to Blocher (1966) Counselling involves "......" helping an individual
become aware of himself and the ways in which he is reacting to the behaviour influences
of his environment. It further helps him to establish some personal meaning for his behaviour
which enable him to deal more effectively with himself and his environment."

Lewis (1970) defined counselling as "...... a process by which a troubled person
(the client) is helped to feel and behave in a more personally satisfying manner through
interaction with an uninvolved person (the counselor), who provides information and
reactions which stimulate the client to develop behaviors which enable him to deal more
effectively with himself and his environment."

Shertzer and Stone (1974,p.20) have defined counselling "as an interaction process
which facilitates meaningful understanding of self and environment and results in the
establishment and/or clarification of goals and values for future behavior".

Pietrofesa et al. (1984) view counselling as a "relationship between a
professionally trained, competent counselor and an individual seeking help in gaining
greater self-understanding and improving decision making and behavior-change skills for
problem resolution and/or developmental growth. Counseling is provided in a professional
setting by a counselor committee to counseling as a way of life."

Summarizing the above view points, it can be said that counselling is a process
concerned with cognitive as well as affective experiences. Secondly, it involves the
counsellor as a professional or as mature or as possessing special knowledge; the client as
troubled, upset or frustrated. Besides, it is a dyadic (one-to-one) or group or multiple
relationship. And lastly, it results in improvement or change in the behaviour of client.

The concept of counselling as a service implies planned provisions for serving the
unique needs of pupils through the person-to-person relationship of counsellor and
counselee. Counselling service is designed to facilitate self-understanding and
self-development through dyadic or small group relationships. The main focus of such
relationship tends to be upon personal development and decision making that is based on
self-understanding and knowledge of the environment.

Counselling Service in schools aims at (i) individualizing for each pupil the
cumulative effects of group forces and mass techniques and media of the school (ii)
facilitating changes in individual pupils to enable them to overcome their immediate
problems as well as to make wise future decisions (iii) freeing the capacities of pupils to
learn and, (iv) helping the individual pupil to find the opportunities that are right for him and evaluate his experiences and adjustments to current realities.

Placement Service

"Placement as understood in the guidance field, usually indicates assistance offered to the individual in taking the next step, whether towards further training, a job situation, or a different course of study." (Moser and Moser, 1963,p.61).

Downing (1968,p.203) defined placement service as "a service within the guidance programme designated to assist students in the selection of suitable courses on curricula, extra-class activities and part-time and full time employment." So, it implies both educational and vocational placement.

Roeber et al. (1955,p.203) describe placement service as "concerned with the follow through given to pupil planning. A pupil may plan a series of curricular experiences which lead eventually to some type of training or vocational objective. His actual enrollment in the proper courses and his placement on the job in some other type of training facility are all functions of the placement service."

This service has three broad areas:

Educational Placement

Smith (1957) states that educational placement is a "process of assisting the individual to progress satisfactorily from one educational experience to another."

Hence, educational placement involves such activities in the school as assist pupils in making logical choices of educational experiences. Such a placement needs the participation of the teacher, counsellor and principal. Educational placement include, placement in appropriate educational curricula and courses, placement in co-curricular activities and vocational-training placement.

Vocational Placement

Myers (1941) states that it is the function of Placement Service, "to aid the individual who has chosen his vocation and made such preparation as seems practicable to get off to a good start by entering that vocation advantageously. Assistance is needed in finding a suitable place to start work at a wisely chosen occupation just as truly as in making a choice."

Expressing a somewhat similar view, Smith (1951) terms vocational placement as a "process of assisting the individual to find an appropriate place in the world of work, one
which appeals to his interests, challenges his abilities and which serves the interests of the individual and of the society."

Thus, vocational placement involves assistance in finding a suitable job in accordance with vocational preparation, needs and interests of an individual. Suggestions and information regarding recommended procedures and practices for seeking a job are shared with students through publications, individual counselling and group guidance sessions. Placement files are maintained for all students seeking employment. Copies of files are made available to employers who may potentially employ students.

Co-curricular Placement

Co-curricular Placement requires the provision of a variety of co-curricular activities so as to cater to the varied interests and abilities of pupils. Students are helped to choose the activities in which they show interest and have ability to cope with.

Follow-up Service

The Follow-up Service is concerned with what happens to pupils while in school or after they have left the school. The focus is on their progress in relationship to the total or any part of the educational programme. Erickson (1947) terms Follow-up as "a service intended to secure information about former pupils, and to provide continuing services for pupils after they leave school."

The term ‘follow-up’ is sometimes used to refer to one specific survey. But the "service is a broader conception; it includes regular activities, scheduled at regular periods, reported according to a regular pattern and bringing about alterations in the school programme in keeping with appropriate suggestions." (Hatch & Steffire, 1961),

This service includes follow-up of ‘in-the-school students’ as well as ‘school leavers’. Follow-up studies of the former includes the incidental follow-up of the pupils undertaken by the teachers and the counsellors as a part of the normal activities of the school and follow-up of pupils who had received intensive remedial help in certain fields. The follow-up studies of the latter include follow-up of the school graduates as well as drop-outs.

Follow-up when applied to both in-the-school and out-of-school situations becomes a technique for evaluating the suitability of educational programme while in process, as well as after completion. Just as a physician rechecks his patient from time to time likewise, the guidance worker employs follow-up as a continuing diagnosis of a continuous educational process.
Follow-up service helps the pupils to make increasingly better adjustments while in school. Follow-up studies of the school leavers may not benefit those who have already gone through their school experience, but proper interpretations of the findings will help the school authorities to further improve the instructional programme.

The procedures adopted in this service are – conducting surveys of the present students and the school leavers, group conferences with students and staff and conducting workshops. The important techniques used in follow-up service are questionnaire, checklist, soliciting written statements, group discussions, and interviews.

Research Service

The chief purpose of research service is to improve the effectiveness of the other services and of the programme as a whole and to aid in adapting these to changing conditions. However carefully planned the guidance programme may be, its continued effectiveness will depend upon the care and thoroughness with which the methods and techniques of the various services are checked from time to time, experiments with different methods are carried out and new devices are developed to meet the new situations.

It is sometimes difficult to distinguish research service from evaluative procedures and in some cases, there is only an arbitrary distinction. Many bits of research service may actually lead to some type of evaluation. Thus, evaluation makes use of research but it is not synonymous with research. Where as evaluative process involves value judgement, research service, in most instances has to do with a cross sectional normative survey, non-evaluative type of study.

\section*{Evaluation of Guidance Programme}

\section*{Concept of Evaluation}

In Good's (Ed.1973) 'dictionary of education' evaluation has been defined as a process of ascertaining or judging the value or amount of something by use of a standard appraisal, includes judgment in terms of internal evidence and external criteria. It is much more comprehensive a term than measurement. Where as measurement has emphasized uniformity, statistical methods and external control, evaluation has emphasized both quantitative and qualitative description of pupil's behaviour plus value judgement concerning the desirability of pupil behaviour.

"Evaluation in education" according to Hagen (1957) "signifies describing something in terms of selected attributes and judging the degree of acceptability or
suitability of that which has been described and judged may be any aspect of educational scene."

Knapp (1959) defines evaluation as a "comprehensive approach to understanding the changes that have taken place in the intellectual, physical, social and emotional development of children. What has happened to boys and girls through the experiences provided for them in school's environment is what is really important."

Coming specifically to the evaluation of guidance programme, it involves "determination of the worth and outcomes of guidance efforts through the application of sound research procedures in securing data" (Good, (Ed.)1973).

According to Tyler (1949) "Technically and more precisely, evaluation connotes an assessment of values. Such an assessment occurs, for example, when guidance worker evaluates the extent to which the originally stated objectives of the programme have been achieved."

Peters and Shertzer (1963) term evaluation of guidance as, "the process by which the counselors judge whether the goals of guidance are being attained." Expressing a somewhat similar view Shertzer and Stone (1981, p.464) state, "Simply defined, evaluation consists of making systematic judgements of the relative effectiveness with which goals are attained in relation to specified standards".

The term 'evaluation' as used in the present study involves judging the worth of the existing guidance programme both in quantitative and qualitative terms, in view of the stated objectives and essential characteristics of an effective guidance programme, for which criteria for evaluation have been formulated.

Evaluative process essentially involves value judgements. This is the main element which differentiates it from research. Where as research looks for the truth, evaluation is after finding the worth. Research is a method or technique of evaluation. Research methods may be used to determine whether or not certain results are achieved or what results are obtained. It makes no judgement as to the desirability of these results. The 'value' aspect of evaluation has a connotation of goodness and badness, which may be in terms of success in reaching certain goals or objectives accepted as desirable. Rushong (1953) states, "Evaluation is the process of making a subjective judgement on the basis of objective evidence of the extent to which the objectives of the educational program are being achieved."

Evaluation begins with setting up specific goals of guidance programme which should be in line with goals or objectives of educational programme. Evaluation must
involve consideration to educational goals or objectives of school because evaluation of guidance is intimately related to the total educational and evaluative processes.

"Evaluation is a pre-requisite to progress" (Froehlich, 1949). The information gained through evaluation can be used for many specific purposes. Firstly, it can be used to ascertain the extent to which guidance programme is meeting the needs of the pupils. Secondly, it helps in determining how well the guidance programme is actually fulfilling the stated objectives. Thirdly, it helps in checking the validity of the assumptions and the hypotheses on which the objectives of guidance programme are based. Fourthly, such an information can provide guidelines for bringing about necessary changes in the programme. Fifthly, it can be used to support the demand for suitable personnel and material resources for improving the effectiveness of programme. And lastly, the information thus obtained can be used by the school to report to the community at large about the effectiveness of its programmes.

CHARACTERISTICS OF AN EFFECTIVE GUIDANCE PROGRAMME

Shertzer and Stone (1981) list certain external and internal evaluative characteristics of effective guidance programmes. Both external and internal characteristics are in reality, subjective in nature and are derived from personal judgements. Some, primarily external characteristics are however, accepted by consensus. External characteristics appear highly objective, more readily observable and easy to quantify.

External evaluative characteristics include—adequate counsellor-pupil ratio i.e., one counsellor for 250 to 300 students, well qualified counsellors, appropriate usable records maintained for each pupil, appraisal data to be used by school personnel to help pupils, school personnel to be self-evaluative and experimentally oriented, availability of information material, provision of adequate physical facilities and financial support to the guidance programme and, guidance programme to operate throughout the entire span of the pupil’s school career.

The mere presence of these characteristics does not guarantee effectiveness of the programme. The main issue is whether there exists any relationship between these characteristics and their meaningful impact upon the various facets of the school and, the personnel and students with in the school.

Internal evaluative characteristics are of qualitative nature stamped into successful programmes giving them a particular strength. These include—guidance programmes to be based on the needs of pupils; maintain balance of corrective, preventive and developmental functions; must be purposeful; must provide for a balanced programme of various guidance services; programme stability and flexibility; co-operation among teachers, counsellors and
administrators; guidance personnel to utilize the resources of both the school and community; counsellors to have full understanding of their role and function; effective leadership should be provided by qualified and experienced persons and, guidance programme must produce behavioural changes in pupils.

The behavioural changes or behavioural manifestations which should be visible in students are — firstly, students should be aware of the existence of the counsellor in the school and should know their counsellor because they have had personal contact with them. Secondly, students should have some grasp of the intent and eventual outcomes of the curriculum which they are pursuing because they have actively participated in its choice. Thirdly, they should have a good grasp of the nature of planning through their own experience. And lastly, the students should avail themselves of the guidance services for the specific types of assistance.

There are four dimensions to the evaluation problem:

- Criteria for Evaluation
- Sources of data
- Specific techniques for collecting data
- Approaches or methods for evaluation

Criteria for Evaluation

Jensen and others (1955) have defined a criterion as, "a behaviour or a condition which is or can be described in terms of an ideal and which is a goal."

There has been lack of valid criteria for evaluating guidance services. Evaluative criteria developed by more or less armchair procedures is one type of criterion. It assumes that the mere presence of certain essential services, personnel, materials and activities leads to a successful guidance programme. Though this assumption would be difficult to disapprove, yet it has been impossible to prove it experimentally.

Many other different criteria have been used in attempting to evaluate guidance services. Though the ultimate objectives of the guidance programme are long term ones concerning the adjustment of students in adulthood, less use has been made of the criteria of adult adjustment than of more immediate criteria (Froehlich, 1949). Such immediate criteria are (i) reduction in scholastic failure (ii) reduction in the number of discipline problems (iii) an increase in the use of counselling service (iv) reduction in the number of programme changes (v) suitability of vocational goals (vi) reduction in the number of school dropouts (vii) an increase in the number of students engaged in co-curricular activities and,
(viii) an increase in number of job placements and the degree of job satisfaction experienced by the former students.

However, the ultimate criteria for effective guidance services are the life patterns of pupils when they are in schools and later when they enter adult life. Roeber and others (1955) have suggested a few hypothetical school criteria in the form of questions which the counsellor and guidance committee might test. As the pupils leave school and become adults these criteria would have to be translated into adult criteria.

A review of various criteria that have been used in the evaluation of guidance programme clearly shows that there is no one measure that by itself will give answer needed to make sound judgements about a programme. All criteria provide some useful information if the data are critically used. On the other hand, all criteria are open to criticism. So, what ever criterion is used it should be carefully selected keeping in view its ultimate value.

Sources of Evaluative Data

An examination of evaluative studies as reported in Chapter -3 of the present study shows that the data have been collected primarily from clients or pupils themselves. A few investigators used other sources such as parents, counsellors, teachers, principals, administrators and others in school or the community. Most of the studies used more than one sources, in different combinations.


Certain studies are reported to be conducted on guidance personnel–counsellors, counselling deans, guidance specialists, guidance directors, guidance administrators, teacher counsellors, and career teachers by Hoy (1949), Horn (1951), Hoard (1952), McGlasson
(1953), Stone (1954), Durnall and Edward (1955), Hill and Marrow (1957), Brow (1958), Peck and Jackson (1976), Butella (1985) etc.

Ross (1949), Purewal (1963), and Russell and Willis (1964), conducted studies involving only teachers. Studies referred by Peters (1950), Leonard (1954), Tomaszewski (1958), and Kurtz (1959), involved school principals/administrators. A study reported by Denver Public Schools (1956) and another by Eells (1956) involved only parents of the pupils.

Students and teachers were the sources of data for the studies conducted by Hall (1949), Singh (1971), and Sunita (1978). McDaniel (1956), Newport (1977), Batani (1981) conducted studies on students, counsellors and administrators. Pauley and Hein (1961) conducted a study on students, teachers, principals and deans. Students, teachers and administrators were associated in the study conducted by Garg (1971) and, students, teachers and counsellors in a study conducted by Lieborder (1974). Ross and Walberg (1968) involved students, parents and professional staff in their study and, Crisman and Bryan (1955), Dagtab (1981), and Hendrickson (1984) associated students, parents and teachers. Clients, parents and Vocational Guidance officers were involved in a study reported by Central Institute of Research and Training in Employment Services in India (1980).

Hulslander (1954) and Reed (1955) reported their studies on teachers, counsellors and administrators and, Hosseinian-Berenji (1985) on administrators, teachers and educators. Principals and head counsellors/guidance personnel were the sources of data for studies reported by Koshinki (1948) and Bumrongdam (1977), and, counsellors, principals and executive directors in a study reported by Kranzler (1967). Principals, vice-principals and counsellors were the sources for the study conducted by Miller (1967). Bryant (1958) conducted a study on educators and guidance supervisors.

As stated earlier students/clients have been the primary source of information. They are the consumers and hence, they are the best source to obtain information about the effectiveness of guidance programme. Guidance services are primarily meant for helping the students to make better adjustment. Hence, any evaluative study must find out the impact of guidance services on the lives of pupils.

Teacher support and participation are crucial to any programme that involves the students. The school guidance programme is no exception. Authorities in guidance such as Goebel (1941), Jones (1940), Olson (1941), Reavis and Judd (1941), Smith (1940) and Strang (1935) have stressed the need for classroom teachers to assume responsibility for guidance as a part of their classroom work. Moreover, guidance function is not the sole responsibility of counsellor, but of every school personnel who interacts with students. The
wider connotation of guidance being a point of view which should permeates each and every activity undertaken in the school also necessitates the involvement of teachers in guidance programme hence, for evaluation also.

Guidance is a function of every member of the educational team, but the school counsellor has the primary responsibility of leadership. The school counsellor is the person on the staff who has special training in assessing the special needs of each student and in planning an appropriate guidance programme in the educational, vocational and personal-social domains. Hence, in evaluating any programme of guidance the counsellor must be involved.

Studies reported by Gibson et al. (1973) have noted that administrative support was ranked in the highest priority category in the establishment and development of school guidance programmes. Griffiths (1964) has noted that programme development and change are far more likely to succeed if stimulated from the top than from the bottom, up. These emphasize the significant role the school principal and other educational leadership can and should play in any programme of guidance and counselling. This necessitates the involvement of policy makers/administrators in the evaluation process.

Besides, any programme of education to be effective should recognize, seek and enlist the support and co-operation of parents of pupils. Unless guidance workers seek the co-operation of parents these two important influences—the home and the school—may work in opposite directions resulting in nullifying each others efforts or at least reducing their effectiveness significantly.

Techniques of Evaluation

A review of evaluative studies as reported in Chapter-3 of the present study reveals that a variety of techniques have been used for collecting evaluative data. Questionnaire technique has been used more frequently than any other technique. Another equally important technique most frequently used is interview. In some studies interviews were conducted to supplement the information obtained through questionnaires. Opinion scale, checklist, evaluation sheet and rating by specialists are some other techniques used by the investigators. Many attempts have also been made to use tests as a means of evaluating differences in understandings or skills as the result of the guidance programme. Kefauvar and Hand (1941) developed a series of tests to measure the effectiveness of guidance programme.

Studies involving the use of questionnaire technique only, were reported by Bedell and Nelson (1950), Frick (1950), Logic and Ballin (1952), Girard (1952), Buie (1953), Hallinwell (1953), Grant (1954), Edward and Durnall (1955), Reeve (1957), Brown (1958).

Interview as a technique was used by Kosinki (1948), Hoard (1952), McGlasson (1953), Stone (1954), Leonard (1954), Holman (1955), Kurtz (1959), Carter (1959), Hendrickson (1984) etc. Questionnaire and interview both were used in studies reported by Kremen (1951), Batani (1982) etc.; opinion scale by Ross (1949); checklist by Moser (1949); evaluation sheet by Schmidt (1953); rating by experts by McDaniel (1956), Hill and Marrow (1957) etc.

Approaches or Methods of Evaluation

Evaluation of guidance programmes and practices has been approached in various ways. Wren (1940) formulated three categories of evaluative designs: (i) the logical survey method in which the needs of the students are determined and, services designed to meet those needs are developed; (ii) the experimental cross-section method, in which a counselled group is compared with a non-counselled group and, (iii) the developmental method, in which evidence of the total achievements of students is collected over a considerable length of time. Travers (1949) has suggested that two basic methods cover most of the significant evaluative studies (i) survey method and, (ii) experimental method. A third type might be called "case study designs." Travers however, believes that experimental designs are more scientific.

Survey Method

Evaluation of guidance programmes and practices has commonly taken the form of survey research designed to describe systematically the present situation as a basis for making improvements. It involves (i) selection of predetermined criteria to judge the effectiveness of a programme (ii) collection of evidences of guidance services being offered and, (iii) making judgements regarding the degree to which these services are provided in reference to pre-determined criteria.

Survey, as an evaluative procedure is extremely flexible and may take a number of forms. The particular type of survey will depend on the kind of information to be obtained, the types of respondents and the ability and resourcefulness of the personnel in carrying out the survey.

In survey research, it is to be kept in mind that ultimate objectives of guidance services are the same as those of the educational programme itself. Each service however,
makes its contribution to these objectives. In using survey approach the focus is not on changes in students' behaviour, but on the presence of certain elements of the guidance programme that would favourably influence the behaviour of students. These elements are—

the intent and presence of certain services; the number of staff personnel involved; their qualifications; time devoted to guidance; availability of physical facilities and other external factors. Though survey method of evaluation involves both objective and subjective judgements, they provide little evidence as to whether student behaviour is significantly affected by the services.

A simple survey approach has been much criticised as it suffers from many limitations like lack of experimental validation, difficulty in inferring causal relationships, sampling errors, biased survey data etc.

Inspite of these limitations survey approach continues to be used frequently as is also evident from the studies referred to in Chapter-3 of the present study.

Experimental Method

Experimental method is a planned attempt to study one or more groups of individuals in terms of one or more variables such as exposure to counselling or occupational information. It generally involves (i) determination of objectives and methods of attaining these objectives (ii) the development of some way to measure the attainment of the objectives (iii) the selection of one or more groups for experimentation (iv) the process of carrying out necessary steps for reaching the objectives and, (v) a measurement of the outcomes of the experimentation.

The most obvious form of this method is the two-group, control and experimental approach. A review of related literature in Chapter-3 of the present study reveals few such studies as reported by Dobberstein (1953), Lowenstein and Hoppock (1955), Morehead (1957), Caplan (1957), Koepp and Rothney (1963) and Dolan (1964). Certain follow-up studies reported by Cuony and Hoppock (1951), Lowenstein (1955), Mooren and Rothney (1956) and Rothney (1958) are also the examples of experimental method.

Various research designs have been suggested (Marie et al., 1951) involving experimental control like 'after only', 'before after', 'simulated before-after' and 'before after with control groups'. 'After only' design usually involves prior selection of experimental and control groups; exposure of experimental group only to experimental variable; assessment of both the groups and, difference between the results from experimental group and control group taken as a change resulting due to application of the experimental variable. 'Before after' design involves selection of an experimental group: assessment of the group; application of experimental variable; reassessment of the group
and, the difference between the second and the first assessment taken as changes due to the application of experimental variable.

Simulated 'before-after' designs include experimental and control groups; assessment of control group only; exposure to experimental variables; assessment of experimental group only and, the difference between measures of control group assessment and experimental group assessment taken as a change induced by experimental variable. ‘Before-after’ with control group design includes selection of an experimental group and a control group; assessment of both groups; only experimental group exposed to experimental variable; assessment of both the groups and, the difference between the second and the first assessment to be attributed to the change as a result of experimental variable.

‘Before-after’ approach with control group is regarded as the best design. It permits a check on the control group to ascertain if changes have occurred through factors other than the application of experimental variable.

Case Study Method

Case study method involves judging the changes that occur in an individual as a result of introducing a variable such as counselling. The steps followed in this method are-formation of goals appropriate to the individuals, providing counselling, collecting data on the progress towards goals and, an assessment of changes in the individual that can be attributed to the procedure employed. Frey (1978) pointed out that single-case investigations are serious thoughtful processes based on systematic data collection, synthesis and, interpretation strategies. He suggested three patterns of single case methods i.e., psycho-history, case study and intensive design. Though it is much time consuming method, yet it has certain advantages. It emphasises individual and personal development. It avoids the massing effect of many other evaluative methods by which much may be learned of the affect on the group but little is known of what happens to single individual.

To conclude, since each of the above methods to evaluate the outcomes of guidance has certain limitations, it is impossible to identify one as the best method. However, since evaluation is a continuous process; every teacher and every counsellor should make judgements on the success and failure of his work and adopt the method for evaluation which suits his purpose best.
GUIDANCE MOVEMENT IN THE WORLD

A brief account of development of guidance and counselling in some representative countries of the world has been presented here.

EUROPE

Interest in vocation guidance in European countries can be traced back to the early years of 20th century. Christiaens of Belgium established the first guidance centre in Europe.

Seifert (1985) while evaluating the guidance and counselling in Austria has suggested that guidance, counselling and career education activities should be carried out in a more efficient and satisfying manner. Counsellors should improve information about the kind and extent of resource support that is available to young people.

In Belgium a nationwide comprehensive guidance service was set up by law in 1937, under the jurisdiction of minister of education.

Tolbert (1976) reported that two types of career guidance are available in Belgian schools: in school, assistance focussed on courses and programme selection and, more specialised help represented as one aspect of community guidance services. Schools do not have persons designated as career counsellors, but 50 Psychological-sociological-medical centres (PMS) provide the services to the schools. PMS counsellors serve individuals from two to eighteen years. The focus is on total pupil development.

The emerging trend in Belgium is to include implementation of school programmes to provide career guidance directly and to increase the number of PMS centres.

In France guidance was given official recognition in 1922. A nationwide professional counselling service was created in 1928 under Ministry of Education, entitled INETOP. It’s name was changed to Information and Guidance Service in July 1971. In each educational district there is one inspector responsible for the co-ordination of information and counselling work. At a local level, each school district has a centre of information and guidance, where consultations are available to everyone. It is a meeting place for counsellors and provides all they need for their work.

Long (1976) stated that counsellors working in schools (i) act as psychologists to help with pupil adjustment (ii) act as information specialists providing overviews of job opportunities and,(iii) work out strategies for fulfilment of student’s personal plans for the future.
Evelyn Wexler (1979) reported that counselling was very new in Eastern block countries and in Hungary the public did not have favourable attitude towards psychological help. Guidance personnel were not supported but only tolerated in schools and were not paid adequately.

Vocational guidance service started in 1945 with the creation of a National Labour Office in Luxembourg. Scientific orientation in vocational guidance was started in 1952 with the setting up of applied psychology and a psychol-technic laboratory. School guidance service is administered by the Ministry of Education.

Helbing (1976) reported that vocational guidance in Holland was started in the 1920s. Secondary schools became more active in vocational guidance towards the end of the 1950s, when one of the teachers in schools was assigned guidance duties. Regional employment bureaus were started in 1948. There were 111 vocational guidance bureaus in 1973. Guidance personnel in these centres are either psychologists or vocational guidance advisers or career counsellors. The emerging trends in guidance in Holland as stated by Helbing are: more guidance activities in education, greater emphasis on developmental career guidance and, client population changes with more counselling for older people.

Chiari (1968) reported that efforts were made in Italy to establish and develop a network of educational and vocational guidance services. About a hundred offices were working in school's, trade courses and within the structure of apprenticeship. There is no organisation at national level but there is co-operation between educational institutions and vocational guidance offices. The structures and personnel are not same in the educational institutions and vocational guidance offices, but the concepts and methods applied are largely uniform. The most important aim of guidance programmes is to enable the students and school leavers to realise the maximum of their potentialities.

In Norway the Folk School Law of 1959 provides that a school counsellor be appointed in each nine year school. Both educational and vocational guidance is provided. Besides, full-time counsellors, teacher counsellors are also needed for schools. Counsellors' help was sought by students, teachers and parents and, teachers referred pupils to them.

In Great Britain, career education has been considered a part of pastoral care, traditionally referred to as those aspects of education that are outside the formal education provided by secondary schools. Hopson (1976) reported that about 1500 counsellors were operating throughout the educational system, but not more than 600 were specifically trained. Counsellors were only marginally involved in career guidance in secondary schools. Career guidance was provided by career teachers and by careers officers. Every school now has careers officers, each of whom carries an average case load of 250 students. Little psychological testing is done as only a few tests are available. Herr and Watts (1978)
described career education in England as consisting of four components: self awareness, opportunity awareness, decision making and preparation for transition.

Stoney (1985) presented an overview of the current practices and provisions in career guidance in colleges and polytechnics in United Kingdom. He pointed out that many higher educational institutions in United Kingdom have not devised coherent guidance policies and do not provide co-ordinated service.

Heisler and Gass who visited Russia in 1958 gave their observations about the educational set up and the guidance practices in Soviet Union. In the Soviet schools there is no one person or department charged solely with the responsibility of assisting students who have personal and educational or vocational choices to make. However, there is an attempt to exploit human potential by coercion and competition.

Organisations which perform guidance functions are parents’ organisations, youth organisations and trade unions. The major guidance techniques emphasized moral education and discipline. The schools and institutions of higher learning took little responsibility for providing social guidance which was given by youth organisations.

Only the academically superior students appeared to have choice of vocation and the state determined the number of students to be trained for each specialization. Concept of guidance in a formal sense was foreign to Russian schools as reported by Gass.

Druzin (1965) reported that majority of secondary school graduates sought vocational training at schools that trained specialists in five hundred occupations in courses ranging from one to three years.

Staffer (1974) reported that the Swiss system of guidance was more helpful for short-term decision making. Swiss counsellors adopted statistical models and psychological devices developed by American psychologists and, that efforts were made to carry out research projects.

Professor Kurt Hellur reported that in West Germany there were some 450 school psychologists and 1,000 teacher counsellors employed in schools during the year 1974-75. Most of the school psychologists and teacher counsellors were located in four regional centres situated throughout the Federal Republic and were responsible to the Ministry of Education.

Tolbert (1976) reported that by law, career guidance and placement may be provided by the Federal Employment Institution, but recent changes have enabled schools to move into activities designed to facilitate career development. Some 9 regional employment offices, 146 local employment offices, and 550 affiliates existed in West Germany in 1976.
The major activities of career guidance workers are—individual counselling, group presentation at schools, information dissemination, consultation and public relations.

AUSTRALIA

Dawson (1973) reported that counselling services were available in Australian colleges. College students are trained at Flinders University of South Australia to serve as peer counsellors; these students give assistance to students who have academic difficulties or are lonely.

AFRICA

Denga (1985) reported about the state of counselling in Nigeria. After enumerating the modernisation process undertaken by many African countries to enhance their social, economic and political development, he pointed out that guidance and counselling, though relatively new in Africa, has been embraced by most developing nations with enormous enthusiasm. Counselling is regarded by most nations as an educational service through which efficient human resource development can be attained. In Nigeria, appropriate settings for guidance and counselling personnel and means of training such personnel are outlined. Problems that retarded the growth of counselling are lack of counselling tools, personnel shortages, lack of occupational information etc. He expressed that to become fully accepted in African societies at these early stages, the guidance and counselling profession must tolerate some compromise and modification from its original philosophy in the western sense.

Cloete and LeRoux (1979) from the University of North, South Africa pointed out that the policy of segregated educational system in South Africa has resulted in diverse guidance programmes for Blacks and Whites. Guidance for white youth was officially established around 1930, when the National Institute of Career Guidance was founded. Guidance in schools provide for two separate branches namely, psychological service and school guidance service. The earlier service is performed through school clinics which serve a number of primary and secondary schools, under the charge of school psychologists who do case work and supervise the guidance programmes and, the later one i.e., school guidance service in schools is provided by a teacher psychologist who is a member of the staff in each school. The guidance needs of high school leavers are met by the Department of Labour with offices throughout the country.

Guidance in Black schools has only been introduced in the last decade by the Department of Education and Training, which is responsible for the education of Blacks living outside the semi-independent homelands or states. In many of these states no organised guidance services have yet been introduced. The service rendered by the
department consists mainly of counsellors who visit schools and administer aptitude and interest tests to pupils. There is a plan to appoint one guidance teacher in each secondary school to make the programme more effective.

To conclude, whereas guidance services for white students have atleast been firmly established in most parts of the country, the same cannot be claimed for their black counterparts.

ASIA

Abadi (1961) reported that the educational system in Iran has failed to create individual motivation to seek experiences and knowledge of both an academic and non-academic nature. According to him counselling services were to be planned with the aim of "assisting the student to grow in understanding himself so that he may arrive at constructive decisions, solutions, or ways of dealing effectively with his intermediate and immediate problems."

Hosseinian – Berenji (1985) reviewed the guidance programme in Iran and pointed out that inspite of the limited effectiveness and efficiency of the guidance programmes, there was an overall tendency among the Iranian respondents to support its improvement and expansion among Iranian subjects.

With regard to origin of guidance in Japan, Nishigaki (1957) reported that the opening of the Osaka Juvenile Vocational Information Bureau in 1920 represented the first official Japanese vocational guidance activity.

Fujimoto (1976) stated that guidance in Japan always has placed strong emphasis in career planning and placement, with both school and non-educational agencies assisting pupils in the transition from school to work. The number of high schools providing vocational guidance have increased since the middle of 1960s. It was provided by law that a teacher counsellor must be appointed in each school for providing educational and vocational guidance. Public employment security offices (PESO) were responsible for vocational guidance including placement services. The network of 480 PESO now work co-operatively with schools.

Among the major problems of secondary school guidance cited by Fujimoto were - overloaded teacher counsellors, less qualified teacher counsellors, untrained and non-cooperative homeroom teachers and, the need to establish central and subordinate service centres to conduct research and collect data. But inspite of these problems guidance in Japan had made greater strides.

Scaff and Ting reported that guidance movement in Taiwan started in 1954-1955 and that its professional organisation, the Chinese Guidance Association was formally
organised in 1956-57. The authors attributed the origin and rapid expansion of guidance services in Taiwan to the fact that many educators and school administrators had studied in the United States and, to the rapid urbanisation and industrialisation of Taiwan.

Ibrahim and Almas (1985) traced the development of the guidance and counselling movement in Pakistan, focussing on Pakistani cultural traditions, the agrarian basis of the economy, the movement towards industrialization and the effect of these factors on the development of a philosophical base. The prevailing base however remains rooted in the doctrine of Islam. They concluded that the educational and vocational guidance and counselling movement is well on the way of developing these services nationally at all educational levels.

Dossary (1981) while investigating into the guidance needs of secondary school pupils in Saudi Arabia emphasized that guidance programme in schools will contribute greatly by assisting students to cope with their problems. He found that the educational authorities of Saudi Arabia supported the idea of applying guidance programme to secondary schools. Lack of guidance has been pointed out as one of the most serious problems faced by pupils. Finally, he recommended guidelines for developing and initiating the guidance programmes for secondary schools in Saudi Arabia.

SOUTH AMERICA

Carter (1966) has pointed out that Latin American countries differ among themselves in customs, ethnic composition, economic and educational progress etc. So cross cultural understanding is complicated by two characteristics of Latin American countries, the first being the absence of the puritanical tradition in Latin American countries and the second, the presence of an elaborate system of extended family relationships. He believed that the function of counsellors in South America would be affected by (1) the fact that teacher -pupil relationships include less of surrogate parent element than in United States (2) the difficulties students encounter in moving from one career choice to another (3) the power of student organisation and, (4) an expectation that the specialist will provide definite advice rather than help students solve their own problems.

Espin and Renner (1974) reported that vocational guidance is growing in Latin America. They identified some of the underlying social, cultural and educational conditions that influenced the development of guidance. They pointed out that the extended personal involvement in young person's behaviour or the part of extended family members made the counsellor much less in demand. Increasing use was being made of apprenticeship training and student loan programmes. They reported that Chile is the only Latin American country that had elementary school counsellors.
Christie’s (1974) observations based upon his visits to U.S.A. and Canada revealed that American counsellors engaged in more research and emphasized career education more than their Canadian counterparts.

Bedal and Manuel (1976) presented a geographic overview of career guidance in Canada. They pointed out that career education received very little emphasis is elementary school classrooms. Career guidance usually was stressed and they noted the marked but uneven use of group counselling techniques. Among the future trends as noted by them include (1) counselling girls to reach their full potential (2) accountability given shrinking dollars (3) psychological education and, (4) peer counselling.

In United States though the guidance movement got its initial impetus outside the educational institution, the main institutional vehicle for its implementation and further development has been the school and the college. Towards the end of nineteenth century industrialization made vocations more varied and complicated and thus created a need for vocational guidance. Since 1910 a number of professional associations have made significant contributions to guidance movement. The two World Wars gave added impetus through the development of tests and measurement of abilities and through successful rehabilitation of the veterans.

In the initial stage guidance was conceived as a helpful but not an essential facets of school programme. It was formal but poorly organised service, limited almost exclusively to occupational choice and selection. The attention was focussed by the guidance worker only on the student’s verbalized educational and vocational problems and the guidance worker was primarily a minimal data gatherer and adviser. Individual interview constituted the sole guidance vehicle and few standardized instruments for testing and observation were utilized and the guidance functions were performed by teachers or administrators professionally unprepared for guidance.

But now guidance is conceived as necessary, crucial and pervasive feature of school’s educational function. It is well organised and well developed constituting a series of guidance services. Emphasis is placed on helping the students to explore and acquaint themselves with their assets and weaknesses and to overcome their difficulties and problems. Guidance workers play varied roles as those of counsellor, evaluator of human development, personality explorer, school testing specialist, home school liaison officer, co-ordinator of faculty-staff guidance efforts and curriculum consultant. Guidance workers employ a wide variety of measurement devices and test batteries to secure total picture of child and make use of varied individual and group procedures. The guidance work is performed by professionally prepared counsellors and other specialised guidance personnel.
Shertzer and Stone (1981) have summed up that guidance and counselling services in United States have developed and matured due to many reasons which include - (i) America is a youth oriented society. Parents understand their children and seek help of counsellors in this regard;(ii) America is affluent and can afford to provide counsellors as part of an educational programme; (iii) constant and critical need for talented labour power led to the acceptance of counsellors in schools and, (iv) the democratic set up in which choice of education, occupation and of way of life is to be provided. Since, the choices are varied in fluid and fast changing world, counselling services are constantly in demand.

GUIDANCE MOVEMENT IN INDIA

Guidance in India started as an academic discipline when the Department of Applied Psychology of Calcutta University was set up in the year 1938, to conduct research in the field of vocational and educational guidance and psychological testing. In the meantime, some private agencies also became interested in testing and guidance. In 1941, Batliboi Vocational Guidance Bureau was set up in Bombay, which led to the establishment of Vocational Guidance Bureau in 1947. Patna University set up its Department of Psychological Services and Research in 1945. In 1947 the Uttar Pradesh Government established the Bureau of Psychology at Allahabad. The then government of Bombay (now Maharashtra) was next to give official recognition to guidance programmes by establishing a Vocational Guidance Bureau in Bombay in 1950. The Bureau was renamed in 1957 and has since been functioning as Institute of Vocational Guidance.

In 1956 an All India Educational and Vocational Guidance Association was formed and it was affiliated to International Association for Vocational Guidance. In the year 1954, the Central Bureau of Educational and Vocational Guidance was set up by the Ministry of Education in Delhi with an offer of help to state governments in this regard. Now, this Bureau is under N.C.E.R.T. and is known as Department of Educational Psychology, Counselling and Guidance. In due course, a number of state bureaus were also established. By the end of 1981 nineteen states/union territories had a state bureau of educational and vocational guidance or some agency at the state level which is responsible for guidance services. The Central and State Bureaus are carrying out functions in the area of training of guidance personnel at various levels, providing supervisory and consultative services to the guidance units in schools, operating occupational information service by procuring and preparing the required information materials, constructing or standardizing psychological tests, providing guidance and counselling services and conducting research and evaluation in the field of guidance.
N.C.E.R.T. has established a National Testing Development Library and the same is now functioning in the Department of Educational Psychology, Counselling and Guidance. One of its functions is to make objective appraisal of the existing Indian tests in print, as a step to exercise control on quality of tests. The department has recently taken a decision to get the existing tests reviewed in the field of intelligence and aptitude by experts.

At district level, the state education department in each state appoints district counsellors to look after the guidance programme in the district. Generally their office is attached to the District Education Office and they are directly under the District Educational Officer. They are supposed to maintain an information corner at the District headquarters and also make this information available to schools, help schools to set up occupational information corners and introduce cumulative records, arrange career talks through careermasters/counsellors, arrange career conferences and career exhibition in schools, carry out test administration in schools, take individual cases for counselling from schools, organise guidance committees and establish liaison between the agencies of guidance and employment at district level.

Guidance activities at school level are promoted and supervised by the principal or headmaster of the school. The actual work is undertaken by school counsellors/visiting counsellors/teacher counsellors/careermasters. The school counsellor is a full-time worker, whereas visiting counsellors, teacher counsellors or career masters are part-time workers. Teacher counsellor or careermaster is actually a teacher who is trained in guidance work and is allotted a few periods per week for this work.

National Employment Service

The Ministry of Labour, Government of India also entered the field of guidance in 1956, when the National Employment Service has been involved in Vocational Guidance and Employment Counselling. The Directorate General of Employment and Training—the headquarters of the National Employment Services (NES) —has a Vocational Guidance Unit. It has also set up vocational guidance sections in 133 (as on January 1976) of its employment exchanges. These sections are expected to provide placement service to job seekers, guidance in choice of vocations and collection and dissemination of occupational information. In 1961-62 the National Employment Service initiated a programme of employment service for university students.

The National Employment Service has taken over the responsibility of collecting information on employment market and disseminating the information to the various employment units. This function is being performed by the Central Institute for Research and Training in Employment Service. This Institute is also bringing out occupational
### FIG. 2.1 GUIDANCE AGENCIES IN INDIA AT DIFFERENT LEVELS

#### NATIONAL LEVEL

- Department of Educational Psychology & Foundations of Education N.I.E. (N.C.E.R.T)
- National Employment Service (Directorate General of Employment and Training)

#### STATE LEVEL

<table>
<thead>
<tr>
<th>DISTRICT LEVEL</th>
<th>COLLEGE LEVEL</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Training Colleges, Private Guidance Universities' Agencies</td>
<td>State Directorate of Employment and Training, Private University Employment Agencies</td>
</tr>
<tr>
<td>Bureau of Education &amp; Psychology</td>
<td>Regional Employment Information &amp; Guidance Bureau</td>
</tr>
<tr>
<td>District Counsellors</td>
<td>Liaison Unit in Colleges</td>
</tr>
</tbody>
</table>

### SCHOOL LEVEL

- School Counsellors
- Visiting Counsellors
- Teacher Counsellors
- Career masters

### REGIONAL LEVEL

- Regional Employment Exchanges
- Vocational Guidance Unit
- Assistant Employment Officer (V.G.) in Colleges
information monographs on various occupations and conducts in-service training in guidance for employment officers.

The State Directorate of Employment and Training serves the employers, the employment seekers and parents/guardians through a network of Employment Exchanges spread all over the state. At state headquarters in each state, there is an occupational information unit which undertakes the publication of guidance material, compiles and disseminates information about job opportunities, occupations etc. The information gathered from different sources is identified, classified and codified. The employment market information programme aims at collection, compilation, analysis and interpretation of employment information in different industries and occupational areas. To keep the information up-to-date career study centres have been set up in the Directorate of Employment. Foreign Employment and Training Information Bureaux have also been set up in some states. There are special provisions made for the employment of physically handicapped, ex-servicemen, and scheduled castes/tribal people.

Normally four District Employment Exchanges are under one Regional Employment Exchange. The Regional Employment officer supervises work in the exchanges in the region.

The District Employment Exchange is the basic unit for implementing and co-ordinating all programmes of employment assistance, career advice, employment market information and surveys and studies in the district. The District Employment Officer is responsible for inspection and enforcement of the Employment Exchanges Act, 1959. He is also responsible for the efficient functioning of the Town Employment Exchanges and Rural Employment Bureaux in the district.

Besides, there are University Employment Information and Guidance Bureaux in the Universities. These bureaux are more guidance oriented than placement oriented. One of the channels of communication between the Bureaux and the student community is the liaison units in colleges under the charge of liaison officers who are assigned the job of guidance work on a part-time basis. Career advising units have also been established in some colleges.

**Training Colleges, University Departments of Education and Psychology**

Training Colleges, University Departments of Education and Psychology are also contributing to guidance field. Some of them offer one or two courses in guidance for the degrees of B.Ed., M.Ed., M.A., M.Phil. in Education and Psychology. Some are also offering diploma courses in guidance and counselling.
Besides, some extension service centres and In-Service Training Institutes also organise short term training/orientation courses in guidance for teachers.

Private Guidance Agencies

A few private agencies sponsored by charitable trusts and social welfare organisation in educational societies are also involved in guidance work. Some of these are—the Vocational Guidance Society of Calcutta, YMCA Calcutta, the Rotary Club of Bombay, Gujarat Research Society at Bombay, Lions Club and the Junior Chamber of Baroda etc.

The information regarding the different agencies working in the field of guidance has been presented in pictorial form in FIG. 2.1.

Status Survey of Guidance Services in India

Gaur (1985) conducted a survey of guidance in India on the basis of information received from different states by the Department of Educational Psychology, Counselling and Guidance, N.I.E., N.C.E.R.T. in 1985. The report was based on the information received from 16 states/union territories and of the remaining 15, nine were known (un-officially) as not having anything by way of guidance services. In six other states from which information was not received, some activities in form of getting the career teachers trained with the help of resource persons from N.C.E.R.T. have been going on for last few years.

State Bureaus of Educational and Vocational Guidance

Gaur reports that three out of the 16 state level guidance agencies have an independent existence. Four state level agencies appear to be a part of the office of the Director of Education. Seven states/union territories, state level agencies are now part of the S.C.E.R.T./S.I.E. In one state i.e., M.P. no separate guidance unit is there at state level but the functions of a state level guidance agency are performed interalia by the College of Educational Psychology and Guidance at Jabalpur.

Most of these agencies do not have professionally qualified staff members and the number of staff members is much less than the requirements. Hence, many such state level agencies are not in a position to perform their guidance function effectively and provide leadership at state level.

Guidance Services in Schools

On the basis of information received during this survey from 16 states/union territories, Gaur reports that the total number of schools reported to have guidance services in some form or the other is 10,970. Of these only 62 schools are reported to have a
TABLE 2.1

COMPARATIVE STATISTICS FOR SCHOOL GUIDANCE SERVICES IN INDIA BETWEEN 1963 AND 1985

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Guidance programme conducted by a full time counsellor</td>
<td>40</td>
<td>78</td>
<td>111</td>
<td>180</td>
<td>62</td>
<td>-118</td>
</tr>
<tr>
<td>Guidance programme conducted by a part-time (teacher counsellor/visiting counsellor)</td>
<td>356</td>
<td>160</td>
<td>203</td>
<td>702</td>
<td>697</td>
<td>-5</td>
</tr>
<tr>
<td>Guidance programme conducted by a career teacher</td>
<td>564</td>
<td>4407</td>
<td>7763</td>
<td>9093</td>
<td>10,321</td>
<td>+1228</td>
</tr>
<tr>
<td>Total no. of schools with any kind of guidance programme</td>
<td>804</td>
<td>4603</td>
<td>6077</td>
<td>9975</td>
<td>10,970</td>
<td>+995</td>
</tr>
</tbody>
</table>

guidance programme conducted by full-time counsellor while, 697 have a guidance programme conducted by a counsellor on a part-time basis. The remaining 10,321 have only a guidance programme conducted by a career teacher i.e., of educational and vocational information services without testing or counselling. Table 2.1 depicts this information in tabular form. In many of these schools career teachers are doing practically nothing. Even in schools which are having full time or part-time counsellors, the programme is quite limited in its nature and, in many schools it is conducted haphazardly. Generally, the programme covers only some of the secondary classes.

The overall position regarding school guidance services in the country in September 1985 and towards the end of 1981 has been depicted in Table 2.1 and, it also gives comparative statistics from previous surveys (Mehta and Kanade 1965; Dhawan 1968; Thukral 1976).

GUIDANCE MOVEMENT IN THE PUNJAB AND CHANDIGARH

In the Punjab the guidance movement has been through a number of phases. In the year 1958 a Unit of Guidance was attached to the Department of Psychology, Govt. Training College, Jullundur. It provided guidance services to the students of local schools. Simultaneously, Dr. C.W. Riddle set up a small unit of guidance at Jullundur for Christian schools.

Though the scheme of Educational and Vocational Guidance at the State level was first initiated in 1960-61, yet it could not be put into force till 1962-63. For this purpose the State Bureau of Educational and Vocational Guidance was established on cent per cent central assistance in the year 1960-61. On 5th December 1962, the Bureau was closed to due the efforts of state to economise its resources in the wake of Chinese aggression. It was revived again in December 1963.

In the year 1964-65, the University of Panjab instituted a one Academic Year Post-graduate Diploma Course in Educational and Vocational Guidance.

During the years 1964-66, the State Bureau of Educational and Vocational Guidance, Punjab developed norms of Standard Progressive Matrices Test and evolved a cumulative record card for students of various classes of high and higher secondary schools in the Punjab. It brought about various issues of the 'Guidance News Quarterly', published a pamphlet entitled 'Organisation of Guidance Services in Punjab' and another on 'careers in commerce' and worked on Differential Aptitude tests for diversification of students at higher secondary level.
### TABLE 2.2


<table>
<thead>
<tr>
<th>SR.NO.</th>
<th>GUIDANCE ACTIVITIES</th>
<th>NUMBER</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Training courses for career masters/mistresses</td>
<td>141</td>
</tr>
<tr>
<td>2.</td>
<td>Orientation courses</td>
<td>71</td>
</tr>
<tr>
<td>3.</td>
<td>Career Conferences</td>
<td>205</td>
</tr>
<tr>
<td>4.</td>
<td>Career Exhibitions</td>
<td>242</td>
</tr>
<tr>
<td>5.</td>
<td>Career talks</td>
<td>1,642</td>
</tr>
<tr>
<td>6.</td>
<td>Career weeks</td>
<td>399</td>
</tr>
<tr>
<td>7.</td>
<td>Information Corner opened</td>
<td>260 schools</td>
</tr>
<tr>
<td>8.</td>
<td>Cumulative Record Cards started</td>
<td>376 schools</td>
</tr>
<tr>
<td>9.</td>
<td>Psychological tests administered</td>
<td>5,950 students</td>
</tr>
<tr>
<td>10.</td>
<td>Career films/filmstrips shown</td>
<td>85 No.</td>
</tr>
<tr>
<td>11.</td>
<td>Individual Guidance</td>
<td>75 students</td>
</tr>
<tr>
<td>12.</td>
<td>Group Guidance</td>
<td>21,145 students</td>
</tr>
<tr>
<td>13.</td>
<td>Guidance Diploma Course at NCERT</td>
<td>4 persons trained</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PROGRAMME</th>
<th>FINANCIAL OUTLAY</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) T.A. Allotment for District Guidance Counsellors</td>
<td>Rs.30,000/- per year</td>
</tr>
<tr>
<td>ii) Contingency Allotment for District Guidance Counsellors</td>
<td>Rs.12,000/- per year</td>
</tr>
<tr>
<td>iii) Amount required for arranging Career Weeks, Career Exhibitions Career Conferences</td>
<td>Rs.12,000/- per year</td>
</tr>
<tr>
<td>iv) Expenses required for arranging two-days Orientation Courses for various categories of teachers</td>
<td>Rs.10,000/- per year</td>
</tr>
<tr>
<td>v) Amount required for purchasing Psycho-tests material and answerbooks</td>
<td>Rs.48,000/- per year</td>
</tr>
<tr>
<td>vi) Amount required to maintain State level Educational and Occupational Centre</td>
<td>Rs.10,000/- per year</td>
</tr>
<tr>
<td>vii) Amount required to purchase Guidance literature and other material by this Bureau</td>
<td>Rs.5,000/- per year</td>
</tr>
<tr>
<td>TOTAL</td>
<td>Rs.1,27,000/- p.a.</td>
</tr>
</tbody>
</table>

In October 1966, the programme of Guidance Bureau was interrupted because of the re-organisation of the state of Punjab. The Bureau was split into two wings. The testing wing of the Bureau was passed on to the Haryana state and the Counselling Wing remained with the Punjab state.

The State Bureau of Educational and Vocational Guidance worked with cent per cent central assistance till 1968, while from 1969- 70 it was transferred to the Punjab state. In 1981, State Council of Educational Research and Training was constituted in Punjab on the pattern of NCERT and the State Bureau of Educational and Vocational Guidance became one of its departments. Table 2.2 shows the achievements of Educational and Vocational Guidance Bureau, Punjab in the guidance field since it came under S.C.E.R.T.(1981-1987). The Seventh five year plan (1985-1990) for developing guidance services in the state of the Punjab including the financial outlay has been presented in Table 2.3.

At present Punjab state has a three tier programme of guidance services i.e., at (a) State level (b) District level and, (c) School level.

(a) State level :- The Bureau has one Director, one Senior Assistant Counsellor and two Technical Assistants.

(b) District level :- In three districts, i.e., Patiala, Jullunder and Amritsar, there are three permanent posts of trained Assistant Guidance Counsellors, while in nine others no such posts exist and school masters on deputation have been appointed as Assistant Guidance Counsellors. They are supposed to supervise the guidance services in their respective districts.

(c) School level :- There are no posts of career masters/mistresses in the schools. Only three schools in Patiala, Jullunder and Ferozepur, have a post of the school counsellor on their staff, while in other schools having guidance programme a teacher performs the duties of the career master/ mistress and is responsible for the successful implementation of the guidance programme. These teachers are given some short term training under the In-service Refresher courses. Two career masters/mistresses are also sent to undergo one year Post-graduate Diploma Course in guidance and counselling at NCERT, New Delhi every year. The whole expenditure incurred for organising guidance services in schools is to be met out of the Amalgamated and Audio-Visual Aids funds of the schools.

After the reorganisation of Punjab in 1966, Chandigarh became a Union Territory. A guidance unit was attached to Govt. College of Education, Chandigarh which looked after the organisation of guidance services in schools. This arrangement continued till September, 1986 when Chandigarh administration set up a Department of Guidance and Counselling.
with professionally qualified persons on its staff in the State Institute of Education. This Department has a well equipped Resource Centre where a variety of information about facilities for education and training in India and abroad, recruitment procedures in government and semi-government organisations etc. is available. This information is eagerly sought by the students. Besides this, for adjudging the intelligence, interests, aptitudes, attitudes and personality of students, a well equipped psychological laboratory is attached to the centre so that students may make such educational and vocational choices which match their personality needs. Apart from this educational and vocational, emotional counselling is also carried on for referred cases from affiliated schools. This Department also helps in vocationalisation of education by monitoring the vocational education, conducting of surveys, identification of courses and institutions, developing of syllabi, instructional material and teacher's guides for the vocational subjects.

With the adoption of 10+2 pattern of education in schools and introduction of vocational courses at +2 stage the need for educational and vocational guidance has been increasingly felt. In Chandigarh, it was reported that in a few schools where some vocational courses were introduced from the session 1987-88, admission to one such a course was made on the basis of aptitude test administered to the candidates.

Efforts are underway to appoint school counsellors in each of the schools and in a phased programme all career masters are to be replaced by counsellors. Two career masters are sent every year to undergo Postgraduate Diploma course in guidance and counselling at N.C.E.R.T., New Delhi.

In a seminar-cum-workshop held from 13th to 17th October, 1987 at the Department of Guidance and Counselling S.I.E., Chandigarh, it was decided to undertake special action plan to train counselling masters and to orient principals of schools in educational and vocational guidance as a part of strategy designed by State Institute of Education to bring about qualitative improvement in education in schools.

The Vocational Guidance Units in Regional Employment Exchange in the Union Territory of Chandigarh and at District Employment Exchange in each of the districts in Punjab, help in organising guidance programme in schools by providing occupational information materials and also by organising guidance activities for school students like career talks, career conferences, career exhibitions etc. Assistant Employment Officers (Vocational Guidance) at District Employment Exchanges have been assigned to perform this function.