No two persons are born exactly alike, but each differs from each in natural endowments, one being suited for one occupation and one for another... all things will be produced in superior quantity and quality and with greater ease, when each man works at a single occupation in accordance with his natural gifts.

'Plato'

Prior to the Industrial Revolution man's choice of an occupation was largely influenced by such forces as heredity, tradition and superstition. It was customary during that period for the son to learn the trade and profession of his father. In this adoption of the traditional family trade, little consideration was given to such factors as aptitude, interest and personal preference. With the advent of the machine age, the number and variety of occupations from which a person can choose have become very large. But the mortality rate of occupations and vocations in this era of rapid technological development is also substantial. In view of the complexities, it may be difficult for a person to make a sound choice without systematic assistance through vocational guidance.

Vocational Guidance has been defined as "the process of assisting the individual to choose an occupation, prepare for
This definition suggests that vocational guidance is a process with emphasis on assistance rather than advice. A similar concept was adopted by the I.L.O. in 1949 when it defined vocational guidance as "assistance given to an individual in solving problems related to occupational choice and progress with due regard for the individual's characteristics and their relation to occupational opportunity."²

The American Vocational Association's Committee on Research and Publications recently suggested another concept. According to the Committee, "vocational guidance is the process of assisting individuals to understand their capabilities and interests, to choose a suitable vocation, and to prepare to enter and make successful progress in it."³ Here the emphasis is on the capabilities of individuals in order that they may make a wise choice.

The present-day view is that vocational guidance is not a device for finding one job than an individual can best do. Experience has shown that most persons can achieve success in a variety of occupations. The process of vocational guidance.

guidance includes acquainting the individual with a wide range of information concerning himself and the various occupations. It includes helping the individual to work out for himself an adaptable plan and to proceed in accordance with that plan. It is for the individual to acquire a method in dealing with the vocational problems that will enable him to make changes at any time in his life when changes become necessary or desirable.¹

It must be pointed out that vocational guidance is not a single act or a brief series of acts involved in telling an individual what vocation he should follow. On the other hand, it is a continuous process. As Donald Super has pointed out:

> It need hardly be said that vocational development is a process. It would be unnecessary to say at all, were it not that the concept of development, until recent years, been applied to the study of vocational choice and adjustment. Despite statements in the earlier literature of vocational guidance to the effect that vocational choice is a process and that this process is continuous, the continued use of this term choice connoted an event. The impression left was that at some moment in his life an individual chooses an occupation, after which he prepares for, enters, and then adjusts to it. Thus Ginsberg and Associates thought it necessary to report, as one of their major findings, the fact that occupational choice is a developmental process which typically takes place over a period of some ten years.²

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¹ Myers, George E. "Principles and Techniques of Vocational Guidance" (1941), p.6.
The need for vocational guidance in India cannot be overemphasised. A study of the alumni of Delhi University revealed that nearly 33 per cent of the students entered college without any clear vocational aim.\(^1\) Similarly, one of the complaints frequently voiced by unemployed matriculates in a survey conducted in 1984 was about the lack of any advice on the choice of a career.\(^2\)

Infact, the millions of young persons entering the Indian labour market every year face an increasingly difficult and confused situation. A few who represent the fortunate category of the gifted get puzzled when they have to choose from among several jobs or training opportunities. Many others face a long period of unemployment with the consequential frustrations. While their joblessness is due in a large measure to the general economic situation, it also stems from the fact that, all too frequently, they have prepared themselves for occupations that are already overcrowded. In recent years the growth in job opportunities has not kept pace with the rapid growth in educational output. Neither has the educational system made a serious attempt to gear its programme flexibly to the varying demands of the economy. In consequence,

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the large surplus of educated applicants is much more pronounced in some fields than in others. As a last resort, most of these young people accept jobs beneath their expectations, and in several instances below their qualifications. Owing to their limited knowledge of the employment market, they are generally unaware of more satisfying opportunities elsewhere. Once an occupational choice has been made, it is usually difficult to shift to another field.

Still other job-seekers are handicapped because of their attitudes towards certain types of work. On considerations of prestige, they sometimes refrain from entering occupations for which they might be well equipped. In many other cases they are persuaded by their parents to train themselves for an occupation that is held in high esteem even though they have neither the requisite interest nor the ability to succeed in that particular field.

Thousands of workers, young as well as adults, migrate aimlessly from their villages to towns and cities each year without any reliable knowledge about the opportunities which would be available to them. Many others already in the labour market need help in changing jobs, either because they are about to become unemployed, or because they are striving to improve their prospects. A large number of them could be benefitted if they had more knowledge about the employment market.
Vocational Guidance is important for the individual and is also vital to the progress of society. If society is to reap the maximum benefit of individual contributions, the selection of such contributions cannot be left to chance. Hence, Vocational Guidance must receive increasing emphasis in a developing society where social and technological changes are taking place at a rapid rate.

**Development of Vocational Guidance Programmes in India**

Vocational Guidance programmes were practically non-existent in India till the Second World War. A counselling programme was instituted for a brief period soon after the termination of the War under what was called the "Resettlement Advice Service". Its functions were to advise demobilised army personnel regarding their prospects of employment.

Realising the importance of the Vocational Guidance programme, the Shiva Rao Committee said, "If the Exchanges are to achieve the overall objective of the service, a counselling programme is essential. Advice in the choice of a career or an occupation should be made available to all who need such advice. Employment Exchanges should provide special facilities for counselling young men and women, straight out from schools or colleges, who had no previous experience and are not occupation-ally set in their choice of employment who represent the
largest single addition to the country's manpower every year.¹

The Committee recommended that the Employment Service, in collaboration with industrial leaders, trade unions and professional societies, should collect and publish, for public dissemination, information on the general employment outlook in specific fields, the duties involved, the training required, the changes of advancement and the working conditions.²

The recommendations of the Committee were accepted by the Government of India and included in the development schemes under the Second Five Year Plan. It was envisaged to provide for the establishment of a youth employment service to deal with young persons as a special group of employment seekers.³

It was proposed that specialised youth employment sections should be established at the Employment Exchanges in 53 large towns and cities during the Plan period. The functions of the proposed Youth Employment Sections were:

(i) to advise young persons out of schools regarding possible employment openings to suit their education and abilities;

(ii) to advise on the selection of subjects for future

1. Shiva Rao Committee, op. cit., pp.75-76.
2. Shiva Rao Committee, op. cit., p.75.
study in the light of employment prospects;

(iii) to provide information regarding facilities for further education in the vocations chosen by the young people;

(iv) to place them in suitable employment where necessary and possible, and

(v) generally to give expert personal advice regarding problems of young persons relating to employment and training. The youth employment service was to take over where the school master leaves off.

The Second Five Year Plan also envisaged the development of an employment counselling programme at Employment Exchanges. The main object of the scheme was to provide timely guidance and information to employment seekers about careers and occupations, their own occupational capacities and the labour market.¹

The Shiva Rao Committee's proposal that the Government of India should secure the services of an expert from the International Labour Organisation to assist in implementing the vocational guidance and employment counselling schemes was also accepted. The I.L.O. expert arrived in India on 9th October, 1955, and remained in this country until 16th August, 1956. His basic task was to work out detailed plans for the implementation of the Labour Ministry's Schemes in such a way as to

¹ Ibid.
achieve efficient co-ordination between the employment and educational authorities and integrate the development schemes with the employment service organisation to prevent duplication of efforts.

On the recommendation of the I.L.O. expert the Minister of Labour and the Ministry of Education came to an agreement which specified:

"(a) Preliminary vocational guidance is the responsibility of school counsellors trained and supervised by the Vocational Guidance Bureau under the Ministry of Education;

(b) It is a function of the Employment Service authorities to supply the Guidance Bureau and the counsellors with occupational information, primarily in the form of printed reference material and employment market information;

(c) School leavers are to be informed by the counsellors of the Youth Employment Service and vocational guidance facilities provided by the Employment Service;

(d) Assistance to juveniles who have left school in finding congenial placement and provision of any further vocational guidance needed for that purpose are responsibilities of the Employment Service, to be undertaken as far as possible at specialized Youth Employment Offices;"
(e) To assist the Youth Employment Offices in their task, the school counsellors are to supply, in a suitable form, the information collected at the school on each juvenile and his background.

(f) When necessary, the Youth Employment Service and Vocational Guidance Officers will be allowed to refer applicants to the Guidance Bureau under the Ministry of Education for psychological testing. The results of such testing are to be made available to the Youth Employment Officers who is to provide the guidance and counselling.¹

A pilot scheme for youth employment and vocational guidance was launched in Delhi under the guidance of the I.L.O expert in 1956. The main object of the scheme was to provide practical experience to its headquarters staff and serve as a laboratory for them in trying out techniques and methods.

The vocational guidance programme was launched by the National Employment Service in 1957 on a national scale. The programme is jointly operated by the Directorate-General of Employment and Training and the Directorate of Employment in the States. The Directorate General is responsible for the general policies and procedures which are devised in collaboration with the State Governments through the National Working

### TABLE 7.1

**GROWTH OF VOCATIONAL GUIDANCE UNITS IN PUNJAB**

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Vocational Guidance Units</th>
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<tbody>
<tr>
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<td>1</td>
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<td>1980</td>
<td>13</td>
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<tr>
<td>1981</td>
<td>13</td>
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</table>

*On the reorganisation of the State of Punjab on November 1, 1966, ten vocational guidance units were allocated to Punjab and the remaining ten were distributed between Haryana and Himachal Pradesh.*

Source: Punjab, Directorate of Employment, State Vocational Guidance Unit.
Group on the Employment Service. The Central Vocational Guidance Unit in the Directorate-General assists the Director of Employment Exchanges in all matters pertaining to policies and procedures, training of staff, preparation of tools and material and coordination of the service at the national level.

The State Directorates of the National Employment Service function through the Employment Exchanges and ensure effective liaison with the guidance services of the State Education Departments. For administration and coordination of the programme at the Employment Exchange level, Vocational Guidance units have been set up at the State Directorates.

Vocational Guidance is at present rendered to the extent possible in all Employment Exchanges in the country. By December, 1972, a full-fledged vocational guidance programme was being carried out in 217 exchanges and 51 University Employment Information and Guidance Bureaux by specially trained staff.¹

Table 7.1 indicates the growth of vocational guidance units in Punjab since 1958.

In Punjab all the four Sub-Regional Employment Exchanges

¹. India, Department of Labour and Employment, Annual Report 1972-73.
and nine of the 14 District Employment Exchanges have been provided with Vocational Guidance Units. Each unit is headed by an officer of the rank of Assistant Employment Officer (Vocational Guidance).

The main functions of a Vocational Guidance unit are to provide vocational guidance and employment counselling to youth and adults in groups as well as individually, to assist in the placement of youth in institutional or inplant training, apprenticeship or in entry jobs and to follow up and review the progress of the guided youth and adults. This unit assists other sections of the Employment Exchange in improving the quality of registration and submissions and helps in the collection, compilation and dissemination of up-to-date information on occupations, training facilities, scholarships and sources of financial assistance.

The unit maintains a well-equipped occupational information room for the use of applicants and visitors seeking information and is responsible for educating the public by undertaking publicity measures in respect of vocational guidance principles with a view to encouraging community consciousness. ¹

However, before discussing the present Vocational

We shall discuss (a) occupational information and (b) aptitude tests on which every Vocational Guidance programme rests.

(a) Occupational Information

Occupational information is information about the world of work. It refers to the publication and dissemination of facts on the nature and prospects of employment in different occupations. There may be difference of opinion as to the character of the information needed and the methods of providing it, there is no doubt that occupational information is fundamental in a programme of vocational guidance. If vocational guidance is a matter of aiding an individual by all means to make his own decisions with reference to his vocation rather than that of having a specialist do this for him, the individual himself must know what is required and what to expect in the different courses of action that lie open to him.

In India, the major responsibility for directing and conducting occupational research and providing occupational information rests on the National Employment Service. It was the Directorate-General of Resettlement and Employment that

first published in 1946 the 'Guide to Occupational Classification' for use in the day-to-day work at Employment Exchanges, such as registration of applicants, documentation of vacancies etc. This was what is known as an industrially based occupational classification in the sense that occupations were listed according to industries. The usefulness of this guide was extremely limited as it was primarily used in the registration and placement of applicants at the Employment Exchanges. Soon after, the need was felt, and efforts were made, for standardising the occupational nomenclature and restructuring the classification which could be used by the Employment Service as well as by others engaged in the collection and use of manpower data.

The Shiva Rao Committee provided the framework for this when it recommended that "the Service should undertake, in collaboration with technical experts and representatives of workers, the task of standardising definitions of skills and functions of the different types of tradesmen."¹ The Committee suggested that the 'Guide to Occupational Classification' should eventually be developed into a comprehensive dictionary which would provide the nomenclature of trades and occupations as well as their definitions. The Committee further recommended that the Central headquarters should be responsible for coordinating the entire range of occupational research.

¹ Shiva Rao Committee, op.cit., pp.73-74.
necessary for the standardisation of the definitions of skills and functions of different types of tradesmen.¹

The Second Five Year Plan once again underlined the need to organise and develop, in collaboration with technical experts and representatives of workers, industry and Government, a systematic programme of occupational research and analysis with a view to standardising definitions of skills and functions, as also to build up a comprehensive occupational dictionary which would provide nomenclature of trades as well as their definitions.²

In 1956 the Directorate-General of Employment and Training secured the services of an I.L.O. expert who recommended a new classification of occupations which was to contain standard and alternative titles, definitions of work performed and registration details of occupations grouped in about 300 occupational families. The classification was designed to meet the urgent need for up-to-date occupational information at the exchanges, especially because it would give information regarding transferability between different occupations and thus facilitate registration and matching of occupations and vacancies. The classification was also to be used for population census and for the Employment Market Information Programme.³

¹. Ibid., p.74
². India, Planning Commission, Second Five Year Plan (1956).
Meanwhile the International Labour Organisation published in 1968 a complete classification of occupations along with their definitions, under the title the "International Standard Classification of Occupations" (ISCO). Based on this and with the help of the I.L.O. expert, the Directorate-General of Employment and Training took up the work of preparing a dictionary of occupations practised in India, called the "National Classification of Occupations" (NCO). The Code Structure for this N.C.O. was finally adopted in March, 1969, by a Working Group comprising representatives of the Central Statistical Organisation, the Registrar-General of India, the Indian Statistical Institute, the National Sample Survey, the Planning Commission and the Directorate of Manpower, Ministry of Home Affairs. But before detailed job definitions and descriptions could be drawn up, the N.C.O. had to be hastily published to be available for use for the Registrar-General of India for the 1961 Census. Consequently, the first edition of the N.C.O. included, in most cases, only short description of occupations, prepared from limited and sometimes inadequate job information; several important occupations were omitted.

The Central Statistical Organisation incorporated some minor changes in the N.C.O. Code Structure and issued a modified Code Structure called the "Standard Occupational Classification (S.O.C.), 1968". In essence, there was no major difference between N.C.O., 1968, and S.O.C., 1968. While the N.C.O. 1968, was used by the Registrar-General of India
Occupational information prepared by the National Employment Service in India may be discussed under the following heads:

1) **National Classification of Occupations**

Mention has already been made of the National Classification of Occupations published by the Directorate-General of Employment and Training in 1958. On the basis of experience gained in the Census operations, the Directorate-General continued to work on the classifications for completing the job definitions and descriptions and to make the revised N.C.O. more comprehensive and useful. To secure an average national picture of an occupation, draft definitions were sent to State Occupational Information Units where they were scrutinised, compared with the conditions obtaining in the State, revised and vetted in consultation with the various experts in the concerned fields.

Simultaneously, the I.L.O. continued to engage itself in the revision of I.S.C.O. and introduced a number of changes in 1966 basing the definitions more rigidly on the type of work performed in order to secure a graduated differentiation of jobs and the finalisation of job definitions.
Later the Conference of Asian Statisticians, at its eighth session in 1967, considered the I.S.C.O.,1966, for adoption by countries of the ECAFE region, and generally agreed that the I.S.C.O.,1966, being a distinct improvement on the 1958 decision, should be accepted by all countries, with certain modifications.

In India, a working group comprising representatives of the Registrar-General of India, the Planning Commission, the Labour Bureau, the Directorate of Manpower, the Institute of Applied Manpower Research, the Directorate of National Sample Survey, the Indian Statistical Institute, the Central Statistical Organisation and the Directorate-General of Employment and Training, considered the general principles to be followed in the revision of the classification. It was decided that the new classification be designated as the N.C.O.,1968, and designed for universal use by all departments and agencies for all purposes viz. for population census, manpower planning, employment market studies, labour force and sample surveys, statistical reports and complications, placement work at Employment Exchanges, etc. The Working Group also appointed a sub-committee to go into the Code Structure in detail. It considered the issues at its sittings held on March 13,14, and 19 to 22,1968, and recast the code. The final structure was circulated to all members of the Working Group and was given a try-out by the Registrar-General of India in coding the schedules for the pre-test round of the
1971 population census. His experience and suggestions were taken into account while finalising the code structure. The revised edition of the National Classification of Occupations, NCO, 1968, has been modelled on the second edition of the International Standard Classification of Occupations, 1966, published by the I.L.O. in 1968.

According to the current thinking on the subject, the grouping in an occupational classification has to be based on the fundamental criterion of the 'type of work performed'. Accordingly, in the N.C.O., 1968, occupations have been classified in such a way that all workers engaged on the same type of work are grouped together, irrespective of the industrial classification of the establishments where they may be engaged. The branch of economic activity in which a job occurs does not affect the classification of occupations in the N.C.O. A deliberate effort has been made to avoid the use of titles similar to those used in the Standard Industrial Classification, so that there may be no difficulty in distinguishing between an industry and an occupation.

The new classification (1968) has the following eight divisions instead of the eleven occupational divisions in the earlier classification:

0.1 Professional, Technical and Related Workers
2. Administrative, Executive and Managerial Workers
3. Clerical and Related Workers
4. Sales Workers.
5. Farmers, Fishermen, Hunters, Loggers and Related Workers.
7-8-9 Production and Related Workers, Transport Equipment, Operators and Labourers.
10 Workers not classified elsewhere.

In the N.C.O., 1968, the above-noted divisions are further split into 95 groups, 462 families and 2,484 occupations. As against this, in the N.C.O., 1958, there were 11 divisions, 75 groups, 331 families and 1,990 occupations. The main increases are in Division 0-1 and 7-8-9 which together account for 49 groups, 303 families and 2008 occupations.

By and large, factors like the materials handled, the tools or machines used, the standard of performance required and other associated factors like the level of intelligence, physical strength and initiative etc., have not affected the grouping or classification of occupations. However, while relating one occupation to another in a family, the general similarity of characteristics of the work performed has been retained and the qualifications and levels of skill required have been taken cognisance of. Further grouping of Occupational Families into Occupational Groups is similarly based on affinity between such families inter se in terms of raw materials, equipment, process and techniques used. An
occupational division has been taken as essentially a
convenient block for combing homogeneous groups of occupations.

The N.C.O., 1968, attempts to group together occupa-
tions according to combination of specific duties, tasks and
work functions. Consequently, job descriptions given in the
N.C.O. represent only an average national picture of the
various occupations. There could be variations in job combina-
tions or job-breakdowns, as also in job titles of occupations,
from establishment to establishment and from State to State.
It is recognised that a group of persons engaged in the same
occupation may vary widely in such characteristics as levels
of performance, education or institutional training. The
revised code does not mention the level of education, training
and experience required for efficient performance of the tasks
and functions in an occupation, yet broad inferences regarding
qualifications can be drawn from occupational grouping and
also from the job descriptions.

The N.C.O., 1968, is particularly helpful to Employment
Officers in classifying applicants for employment assistance
and the vacancies notified by employers, matching suitable
candidates against demands, assessing the comparative skill
and knowledge of workers within the same occupation and
reporting statistical data concerning the employment market.

The Dictionary is also of great importance in the
analysis of data relating to employment, unemployment, under-
employment, labour force, wage comparisons, occupational
diseases, etc. In addition to the Employment Service many
other socio-economic agencies and industrial establishments
are making increasing use of the classification system.

ii) Handbooks on Training Facilities

Information on training facilities available throughout
the country, both in-plant and institutional, was collected
by the Occupational Information Research Unit at the Central
headquarters through the Employment Exchanges and was issued
in two volumes, each containing information compiled state-
wise and within each State in alphabetical order. These hand-
books contained information on the type of training courses
available, the duration of training period, the admission
requirements, tuition fees, hostel facilities, etc. In 1965,
the handbooks on institutional training were revised and a
separate volume issued for each of the 17 States of the Indian
Union. In addition, five handbooks on in-plant training
facilities available in the country have also been prepared.¹

Since the information contained in the handbooks
published in 1965 needed extensive updating, the Occupational
Information Research Unit of the Directorate of Employment,
Punjab, compiled and published in 1969 A Handbook of Training

¹ See Appendix No.13.
iii) Career Pamphlets And Career Monograms

Dissemination of accurate and reliable information to youth, parents, teachers and others interested in the choice of a career is an integral part of the Vocational Guidance Programme of the National Employment Service. To fulfil this objective, a programme for the publication of 'Guides to Careers' was started in 1955. Under this programme, self-contained career pamphlets in respect of various occupations are prepared and issued. Each pamphlet deals with one occupation, provides a brief account of the nature of work performed; lists the educational and physical qualifications required; indicates the requirements of training and where such training may be acquired; also throws light on wages, employment prospects, etc. These career briefs, as they are also called, are intended for distribution to local Employment Exchanges and Secondary Schools and sale to the general public.

Though the main responsibility for compiling and bringing out career pamphlets rests with the Directorate-General, the State Occupational Information Units act as the field units of the Directorate-General and are responsible for collection and supply of occupational information to the Central
headquarters. While preparing the pamphlets in the various regional languages, an effort is made to make the information more comprehensive, pointed and specific with regard to the region of its circulation.

Till December, 1970, the Directorate-General had brought out 99 career pamphlets.¹ The final format which has emerged after various revisions contains information on the main features and practices of the occupation which forms the subject-matter, personal, academic and physical requirements of the job, the training required and where training facilities may be available, the conditions of work, the occupational hazards, the avenues of employment, the emoluments, the prospects for employment, etc. Indication is also given about the sources from which further information may be obtained.

As each career pamphlet provided information on only one occupation, the need was strongly felt of publications which would provide comprehensive occupational information according to the level of education and list the various openings after a particular level of education. The Directorate-General, therefore, launched a new series of occupational material under the title "Career Information Series". Some of the important pamphlets brought out under this programme are "After Inter-Science, What?", "Careers for School Leavers",

¹ Appendix No. 14.

The Study Group of the National Commission on Labour suggested that considerable stress should be laid on the extension and revision of the Career Information Series of Publications detailing job openings for different levels of education and specialities.¹

In 1962, the I.L.O. expert had observed that while the Career Pamphlets were intended to give detailed information on specific occupations, there was no doubt that the students would be able to benefit much more from such information as well as from the guidance talks at the Employment Exchanges if they were given some general comprehensive occupational information as a basis. Since many schools would probably be willing to spend some time on such information, he said, a small but comprehensive, occupational information "text-book" should be prepared.²

The Directorate-General followed up the suggestion by bringing out "A Peep into the World of Work" in 1966. The booklet provides background knowledge of occupations to enable the students to identify the fields in which they may

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be interested and to make further exploration for themselves into those fields. It does not aim at providing exhaustive information on any particular field of occupations. Only a broad picture of occupations sampled from different fields is presented. The booklet has been divided into two parts. Part I, titled "The World of Work", outlines the meaning, genesis and importance of previous occupations to society and also traces the relationship of occupations to individual and social needs. This part is intended to arouse interest among the students in the knowledge about occupations. Part II mainly provides a description of the world of work and presents typical occupations in different industries. This is the only publication of its kind in the country, written in a clear, simple style for use as a supplementary text-book at the school level.

So far no attempt has been made to prepare career pamphlets with pictorial illustrations. A new series of career pamphlets, mainly pictorial in style, each giving information about a group of broadly related occupations, needs to be prepared for the benefit of school-leavers.

Besides collecting material for career pamphlets as required by the Directorate-General from time to time, the Occupational Information Research Unit in Punjab has done some useful work since it was revived in 1968. It has brought

out career monograms titled 'Engineer', 'Pharmacist', 'Social Worker', 'Mining Engineer' and 'Architect'. It has also brought out brochures containing information on training facilities and employment avenues in the trades of carpenter, turner, electrician, blacksmith, moulder, miller and plumber.

It is important to mention that one of the main responsibilities of the Occupational Information Research Units in the States is the translation of career pamphlets into regional languages. In Punjab this work seems to have suffered in the past, and so far only 15 career pamphlets have been translated into Punjabi. Discussions with officials at the headquarters have indicated that the main impediment in the way is the obsolete information contained in the English originals.

As the occupational scene is changing continuously, the Career Pamphlets need constant revision and the work relating to their translation into regional languages needs to be stopped up.

iv) Occupational Field Reviews

Occupational Field Reviews are publications of a different genre dealing with a cluster of occupations of allied nature in a particular field, as distinguished from the Career Pamphlets which deal with a single occupation in
The I.L.O. expert emphasised the two-fold objectives of providing Employment Exchange staff and the School Counsellors with (a) a general background of occupational and industrial knowledge, and (b) basic specialised information of all India relevance and validity about the work, training, wages, and prospects of entry to more important occupations within each occupational group. The expert was of the view that since the Occupational Field Reviews would contain wider information than the Career Pamphlets, they would at least meet the more urgent need for information in connection with the Vocational Guidance and Employment and Employment Counselling programme envisaged under the Second Five Year Plan.

The Service has so far brought out the following Occupational Field Reviews:

i) Careers in Agriculture and Allied Fields
ii) Careers in Community Services
iii) Careers in Nursing and Allied Health Occupations
iv) Careers in the Merchant Navy
v) Occupational Information for Special Categories of Persons

In order to provide detailed information about the

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various facilities, concessions, priorities and opportunities available to special categories of job seekers like ex-service-men, the physically handicapped and the Scheduled Castes and Scheduled Tribes, a programme to prepare special material has been launched by the Government.

The following publications have been completed under this programme:

1) A brochure on "Priorities and Concessions Admissible to Ex-Defence Service Personnel."

2) "Concessions admissible to Physically Handicapped".

3) "A Handbook of concessions/facilities Available to Scheduled Caste (tribe applicants)".

The State Occupational Information Research Unit in Punjab has also brought out a folder on "Employment facilities for the Physically Handicapped" and a career pamphlet on "Employment Facilities for Scheduled Castes".

Similar publications need to be prepared for the benefit of women job-seekers and persons interested in self-employment.

6) Bulletin on Job Opportunities

The Occupational Information Research Unit at the national headquarters brings out a quarterly bulletin on Job Opportunities in India, which gives a review of job opportunities available to graduates in all subjects and degree and diploma holders in engineering, technology and professional
sublets. So far, 16 quarterly and three annual issues of the bulletin have been brought out. The annual issues, besides providing information on job openings, also present factual data about the output of graduates in different subjects.

The Occupational Information Research Unit in Punjab regularly brings out a fortnightly bulletin called 'Guidance Feature' which contains information on job opportunities, scholarships, fellowships, training facilities, etc.

The foregoing analysis indicates that there is need to raise the standard of occupational information material to make the Vocational Guidance programme more effective. As a beginning, a complete collection of existing publications could be examined by the Central Co-ordination Committee. This Committee could consider how much material was up to date, how far it was in effective circulation, what purposes it served, and how well it suited those purposes. Information could then be circulated to the States about suitable material which they could get.

Consideration could then be given to the kind of publications needed for various purposes, e.g.:

-Idea-forming: Commented statistics, case studies to illustrate particular ideas, "job family" charts and leaflets, explanatory material on significance of young people's interests, reports on research in self-employment.
—Descriptive: e.g. accounts of different occupations, interesting "stories" illustrating typical patterns of "career-growth."

—References: e.g. data about college and training courses, employment opportunities, public competitions, salary scales.

Now that film strip projectors are in general use and television would soon be available, production of a national series or regional sets of colour slides to disseminate occupational information should be possible.

An overall plan could be drawn up, indicating what publications—leaflets, brochures, readers, charts, etc.—could most comprehensively and economically meet these different needs for students of different ages; and what type of data each should contain. A clear realization of the brevity and simplicity needed in publication of the first type, the depth appropriate to the second, and the importance of logical tabulation and cross reference and means of cheap amendment in the third, would help to clear up much of the existing confusion in publication planning.

The next step could be the consideration of the most appropriate sources of data for different types of publications, of the means for organizing its collection and the agencies for compilation. The roles of local, state and national agencies, and of educational employment and other services would have to be clarified. On the basis of
this, comprehensive proposals for collection, compilation and translation of material could be made, showing what each kind of agency would be expected to do. The necessary efforts could then be organized to ensure understanding, agreement and adequate resources at each point.

The style of presentation is something on which there can be many opinions. The Central Co-ordination Committee could arrange from time to time variants of certain material to be produced and tried out in some areas with the users for whom it is intended, to see how far any publication communicates effectively and how far it arouses and maintains interest.

Production and distribution plans would then be needed, taking into account of the number of schools, teachers, officials or students expected to use each kind of publication in each language, the rate of obsolescence, the points at which the small number of expensive compilations could be kept for reasonable accessibility, etc.

(b) **Aptitude Tests**

Besides occupational information, the Vocational Guidance Counsellor needs psychological data about the special aptitudes possessed by an individual which makes him better suited to one occupation or type of occupation than another.
It is well known that two persons of approximately the same general ability often differ a great deal in the ease with which they can learn a particular skill. This is something which, if discoverable and measurable in advance of vocational choice and preparation, should prove of great value in vocational counselling.

As defined by Warren in his Dictionary of Psychology, aptitude is "a condition or set of characteristics regarded as symptomatic of an individual's ability to acquire with training some (usually specified) knowledge, skill, or set of responses such as the ability to speak a language, to produce music, etc."

Aptitude tests are used in estimating future success of a person in various occupations or in further education. They attempt to measure certain stable, unitary and relatively independent psychological characteristics of a person which are believed to be necessary for success on a job or in further education. Memory, spatial perception, manual dexterity, reaction time, perceptual speed, word fluency are all examples of aptitudes.

Though aptitude tests have come in for much criticism as regards their logical raison d'être and empirically in relation to their usefulness, they are valuable in vocational

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1. For instance, Blocher points out that aptitudes can never be measured directly only performances can be directly observed. "In designing so-called aptitude tests, therefore, we contrive to observe a performance that is always learned or achieved and we then infer aptitude. We measure achievement and infer aptitude." Blocher, D. H., Development Counselling, (New York, Ronald Press, 1946), p. 134.
guidance for two reasons.

First, most of the reported studies indicate that many occupations can be differentiated from one another on the basis of measured aptitudes; what cannot be predicted is the degree of success within an occupation, as this depends upon so many other factors not measured by aptitude tests. There could well be aptitudinal thresholds for occupations below which a person may not be capable of functioning.

Second, aptitude tests might well suggest new occupational possibilities for the client that had been previously ignored or simply not known. They would also help to structure the choice situation for him and so assist decision-making.1

While suggesting improvements in the placement programme of Employment Exchanges, the Shiva Hao Committee suggested that the Employment Service would have to adopt scientific methods of selection based on objective tests in place of the virtually rough and ready method. In this connection the Committee recommended: "The Employment Service should develop standardised aptitude tests and trade tests to assess, wherever necessary, the aptitude and/or proficiency of applicants desiring training or employment in skilled trades."2

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2. Shiv Hao Committee, Op-cit., p. 70
The Committee also suggested that suitable tests should be developed in respect of the general clerical categories, specifically fresh entrants to the employment market. The Committee was of the view that these tests should be of a qualifying nature to assess the candidate's suitability not for specific jobs but for the occupation in general, thus obviating the need for frequent tests.¹

The Committee further recommended that the Central headquarters of the service should undertake the responsibility for the development and standardisation of tests and for imparting training to Employment Officers in the administration of the tests.²

Work in connection with the development of these tests was started in 1960. A pilot project in the application of aptitude tests for selection of craftsman trainees was conducted in July, 1963, and since then the programme has been under way on a continuous basis for the selection of trainees to the Industrial Training Institutes. The purpose of this programme is to identify from among a large number of available applicants those who are likely to have sufficient aptitude to do well in various trades, thereby enhancing the effectiveness of the craftsmen training programme in the country.

In accordance with the Shiva Rao Committee's recommendation, the Directorate-General is responsible for

¹. Ibid., pp.70-71.
². Ibid., pp.72-73.
TABLE 7.2.

Progress of Aptitude Testing Programme in India

<table>
<thead>
<tr>
<th>Year of Testing</th>
<th>No. of States</th>
<th>No. of Trades Covered</th>
<th>No. of I.T.I.s covered</th>
<th>No. of applicants covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. July, 1963</td>
<td>13</td>
<td>8</td>
<td>13</td>
<td>13,769</td>
</tr>
<tr>
<td>(Pilot Project)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. April, 1964</td>
<td>17</td>
<td>10</td>
<td>82</td>
<td>22,577</td>
</tr>
<tr>
<td>3. February, 1965</td>
<td>16</td>
<td>15</td>
<td>90</td>
<td>39,975</td>
</tr>
<tr>
<td>5. August, 1966</td>
<td>14</td>
<td>15</td>
<td>127</td>
<td>101,385</td>
</tr>
<tr>
<td>6. August, 1967</td>
<td>14</td>
<td>15</td>
<td>143</td>
<td>114,398</td>
</tr>
<tr>
<td>7. August, 1968</td>
<td>13</td>
<td>15</td>
<td>115</td>
<td>69,464*</td>
</tr>
<tr>
<td>8. August, 1969</td>
<td>12</td>
<td>15</td>
<td>80</td>
<td>67,881</td>
</tr>
<tr>
<td>10. August, 1971</td>
<td>12</td>
<td>15</td>
<td>90</td>
<td>73,863</td>
</tr>
<tr>
<td>11. August, 1972</td>
<td>11</td>
<td>15</td>
<td>87</td>
<td>89,861</td>
</tr>
</tbody>
</table>

*The basic condition for holding these tests is that the total number of applicants should be at least double the number of seats allotted to different trades. As the basic condition was not fulfilled in the States of Haryana and Madhya Pradesh, these tests were not conducted in the two States in August, 1968. In the State of Kerala, the aptitude testing programme for August, 1968, intake was cancelled due to the general strike of the I.T.I. technical staff during July/August, that year.

the development of suitable aptitude tests and the Employment Departments at the State Level are responsible for administering the testing programme at the Industrial Training Institutes before the selection. An advisory committee on Aptitude Tests comprising experts in the field of aptitude testing and training, renders advice to the Directorate-General in the Development and application of aptitude tests for selection of craftsmen trainees.

Table 7.2 gives details in respect of the number of States in which such tests were administered, the number of trades and industrial training institutes covered and the number of applicants tested during the last nine intakes.

The sharp decline in the number of applicants tested after 1967 may be partly explained by the growing unemployment among craftsmen passing out of the Industrial Training Institutes. In a survey conducted by the Directorate-General about 25.3 per cent of the total number of ex-trainees covered by the sample reported themselves to be without a job continuously since the completion of their training.

Since the introduction of aptitude tests in 1963, attempts have been made to assess the extent to which they have proved effective. The effectiveness of these tests lies

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in discriminating to a high degree potentially efficient workers from potentially inefficient workers. For this purpose, a number of validation studies and follow-up studies have been undertaken by the Directorate-General. An analysis of the trade test results obtained by test-selected and non-test selected trainees revealed that 74% of the former category of trainees were superior in their training, but only about 38% were similarly superior in a group of non-test selected trainees. The marks of the test-selected trainees in the trade tests were found to be greater than the average marks of those trainees selected through a non-tested selection model. A significant positive relationship was found between the trainees' test performance at the time of their admission with their subsequent training performance, indicating that the test results to a great extent predicted success in the training. It was estimated that the application of aptitude tests for selection of Industrial Training Institutes' trainees can bring about a 30% improvement in the selection of suitable trainees over a non-tested selection method.¹

Since 1969, the aptitude testing programme has been extended to industries in different regions for selecting

suitable candidates as apprentices under the Apprentices Act, 1961, in the engineering trades. A scheme for training personnel Officers in test administration was prepared and 12 such officers were trained by the Directorate-General in the technique of test administration and interpretation of results.¹

It may be mentioned that so far the Directorate-General has not prepared any aptitude tests which could be used for improving the matching process in Employment Exchanges or for rendering scientific guidance to applicants in the choice of careers. There is urgent need to prepare a standardized test for clerical workers since the supply of matriculates looking for clerical employment far exceeds the demand, and in many exchanges the job-seekers in this category are required to wait for several years before their first submission. Unless an applicant's unsuitability for clerical jobs is brought home to him in an objective manner, he will continue to entertain false hopes and will not take serious note of the guidance provided by the Employment Officer. These tests could be developed and organized by the Employment Service with the assistance of the State Education Authorities and the Public Service Commission and in consultation with employers in the public and private sectors.

Candidates who fail to qualify in the tests, even after

¹ India, Department of Labour and Employment, Annual Report 1969-70, Vol.II.
repeated attempts, should be guided by the Employment Officers to other suitable avenues of employment or training courses.

Existing Programme of Vocational Guidance and Employment Counselling

The Vocational Guidance and Employment Counselling programme, as carried out by the Employment Service in the Country, may be discussed under the following heads:

1. Vocational Guidance Programme at Employment Exchange; and

2. Vocational Guidance Programme for students and

1. Vocational Guidance Programme at Employment Exchanges

(a) Group discussions and pre-registration guidance

According to the current arrangement, applicants who assemble at the Exchanges each morning are divided into homogeneous groups for guidance by officers, provided a sufficient number of applicants are present. In an exchange where a Vocational Guidance unit exists, the Vocational Guidance Officer takes the group comprising fresh applicants who has passed the Middle or higher examinations. Each Officer is required to conduct a separate group discussion.

1. India, Directorate of Employment Exchange, ESM 1/1965,
### TABLE 7.3.

**GROUP GUIDANCE ACTIVITIES IN PUNJAB**

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Group discussions held</th>
<th>No. of persons covered during group discussion</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>233</td>
<td>2,324</td>
</tr>
<tr>
<td>1961</td>
<td>277</td>
<td>15,795</td>
</tr>
<tr>
<td>1962</td>
<td>2328</td>
<td>20,656</td>
</tr>
<tr>
<td>1963</td>
<td>2377</td>
<td>23,543</td>
</tr>
<tr>
<td>1964</td>
<td>2542</td>
<td>22,072</td>
</tr>
<tr>
<td>1965</td>
<td>2729</td>
<td>22,205</td>
</tr>
<tr>
<td>Jan-Oct.+ 1966</td>
<td>1470</td>
<td>10,375</td>
</tr>
<tr>
<td>1967</td>
<td>2002</td>
<td>13,741</td>
</tr>
<tr>
<td>1968</td>
<td>2060</td>
<td>12,010</td>
</tr>
<tr>
<td>1969</td>
<td>1873</td>
<td>13,674</td>
</tr>
<tr>
<td>1970</td>
<td>2318</td>
<td>13,628</td>
</tr>
</tbody>
</table>

* Figures prior to Oct. 1966 relate to Composite Punjab.

**Source:** Punjab, Department of Employment, Annual Administration Reports 1960-1970.
and to maintain a record of such discussions.

The officer is required to address the group for 10 to 16 minutes, giving information regarding (i) Registration, Renewal and submission procedures; (ii) Vocational Guidance facilities available at the Exchange, (iii) Current job opportunities, admissions, stipends, training facilities, educational courses and so on. Gists of group discussions are required to be prepared separately for persons of different educational level i.e. middle pass, matriculates, intermediates and graduates.

Applicants who arrive late for group discussion sessions or those who register by post are to be supplied a cyclostyled copy of the gist of the group guidance talk.

Table 7.3 gives some idea about the progress of group guidance activities in Punjab since 1959. Though the figures given in this table show a rapid increase in the number of group discussions held in Employment Exchanges since 1959, except for a brief period during 1968-69, a study of the inspection reports of the Vocational Guidance Units in Punjab reveals that group guidance talks are seldom held in the Employment Exchanges in Punjab. The officials at the State headquarters were of the view that the figures relating to group guidance activities are generally exaggerated.

On the other hand, nine of the 13 Vocational Guidance
Officers (60.2 percent) interviewed were of the view that since a sufficient number of applicants do not assemble for registration at the Exchanges in the morning, such discussions would not serve any useful purpose.

This, however, is not wholly true. It has been observed that even in Exchanges where as many as 200 applicants arrived by 12.30 p.m., no such talks were delivered. In the few exchanges where such such talks are given, no effort is made to divide the applicants into homogeneous groups according to their educational qualifications. The talks are not carefully prepared on the basis of experience and the latest employment market information. The text of the talks is often lifeless and dull and does not arouse interest among the listeners. No effort is made to supply copies of a cyclostyled gist of group discussions to applicants who register by post or those who arrive late at the Employment Exchanges.

It cannot be denied that Group Guidance talks which constitute the main part of the guidance programme at the exchanges should be more detailed, realistic and purposeful. They should be based on the experience of the local Employment Exchanges and the employment reports and other literature brought out by the State Government and the Centre. During these talks, Vocational Guidance Officers could demonstrate, through interpretation of manpower data, the unrealism of
concentrating their hopes on the limited numbers of openings in the organised sector of the economy, particularly in government service. They could draw attention to more realistic ambitions e.g. in modernised agriculture and various forms of self-employment.

In addition to the daily group guidance programme scheduled to be held each morning, special group guidance programmes are also required to be organised by the Vocational Guidance Officers in which prominent persons connected with employment or training in the area of the Exchange, such as the Personnel Officer of a large industrial concern or the Principal of a training institution, may be invited to address the applicants on job and training opportunities in their respective institutions.¹ Such persons are in a position to supply first-hand information about the qualifications and other requirements for entrance and progress in the various occupations.

A perusal of the inspection reports of the Vocational Guidance units in Punjab for the last five years has revealed that this programme has been totally neglected by the Vocational Guidance Officers.

On the other hand, seven of the 13 vocational guidance officers in the State have pointed out that the talks

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delivered by experts from outside are not usually impressive and do not serve any useful purpose from the viewpoint of the job-seekers. Five of them hold that speakers from outside are usually not in a position to give a valid picture of the occupations for which their institutions provide training. In many cases, the speaker’s general attitude gives job-seekers a false impression of the job and sometimes they even receive inaccurate or coloured information which they accept as authoritative.

(b) Individual Guidance

Individual guidance consists of one or more interviews with an applicant seeking employment or guidance. During these interviews the Vocational Guidance Officer discusses the training and occupational opportunities in relation to the applicant’s level of intelligence, education, ability, aptitudes, interests, personality traits, physical conditions, family circumstances and so on. The interviews aim at formulating a suitable vocational plan for the interviewee. Candidates for individual guidance may either come to the counsellor of their own accord or they may be referred to him by parents, guardians or teachers. Besides Vocational Guidance Officers are required to periodically review the cases of the following three categories of educated applicants:

(1) Applicants who have been on the Live Register for more than two years;
TABLE 7.4
INDIVIDUAL GUIDANCE ACTIVITIES IN PUNJAB

<table>
<thead>
<tr>
<th>Period</th>
<th>No. of applicants guided individually</th>
<th>No. of cases reviewed</th>
<th>No. of applicants guided individually out of the cases reviewed</th>
</tr>
</thead>
<tbody>
<tr>
<td>April, 1961-Dec, 1961</td>
<td>3016</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>1962</td>
<td>3800</td>
<td>1524</td>
<td>503</td>
</tr>
<tr>
<td>1963</td>
<td>1169</td>
<td>1740</td>
<td>608</td>
</tr>
<tr>
<td>1964</td>
<td>997</td>
<td>1835</td>
<td>845</td>
</tr>
<tr>
<td>1965</td>
<td>989</td>
<td>1743</td>
<td>518</td>
</tr>
<tr>
<td>Jan, 1966-Oct</td>
<td>801</td>
<td>980</td>
<td>300</td>
</tr>
<tr>
<td>Nov, 1967-Dec, 1966</td>
<td>670</td>
<td>1171</td>
<td>363</td>
</tr>
<tr>
<td>1968</td>
<td>739</td>
<td>646</td>
<td>37</td>
</tr>
<tr>
<td>1969</td>
<td>640</td>
<td>261</td>
<td>N.A.</td>
</tr>
<tr>
<td>1970</td>
<td>1164</td>
<td>565</td>
<td>N.A.</td>
</tr>
</tbody>
</table>

* Figures prior to Oct, 1966 relate to Composite Punjab.

Sources: - Punjab, Department of Employment, Annual Administration Reports, 1966-1970.
(2) Applicants whose names have been submitted to employers unsuccessfully more than three times;

(3) Applicants belonging to the shortage categories who have remained on the Live Register for more than six months.

The Vocational Guidance Officer invites them to meet him, discusses their difficulties and makes suggestions for improving their employability. Detailed records of the applicant's qualification, the Counsellor's advice and the outcome of counselling are maintained on a specially designed form. To ensure proper attention to each such case, not more than four applicants are called on a particular day for individual guidance.

The Directorate-General has prepared a Vocational Interest Check List which is intended to assist the Vocational Guidance Officers in discussing the applicants' interests during individual guidance in interviews. It is not an interest inventory based on experimental and statistical investigations. The results of the check list only provide an indication of the individual's interests.

The individual guidance activities of the Vocational Guidance units in Punjab are shown in Table 7.4. These figures, however, do not show any consistent pattern in this activity in the State.

All the 13 Vocational Guidance Officers interviewed
were of the view that visitors to the exchanges are job-centred and are not receptive to vocational guidance. They pointed out that even when applicants are called for interview by them, the response is very poor. This is also indicated by the statistical records. For instance, during 1968, out of 646 persons called for individual guidance only 87 responded (Table 7.4)

Commenting on the Individual Guidance Programme of the Employment Service in India an I.L.O. expert recently remarked: "In the afternoon, when the pressure of registration work is over, the Vocational Guidance Officer is available for counselling, but on the average only about two people per week per vocational counselling officer take advantage of this. Follow-up help is offered to all those who have been counselled; they are given a pre-paid post card which they can use to seek further information or advice, and a number of exchanges remain open beyond the normal hours for the benefit of those who cannot come otherwise, but in most exchanges hardly any one has come."¹

Besides individual guidance, arrangements have been made to answer queries of students, applicants and their parents or guardians on careers and courses, scholarships, studies abroad and other related matters. For this purpose,

detailed occupational information is classified and kept ready. Employment exchanges have been provided with steel index cabinets wherein information is filed in a systematic and easily referable manner.

Information on training facilities is filed according to the guidance code numbers. The coding system is based on the interest and educational level of the applicant or client. In all, 66 groups of interest and educational combinations have been made. The job opportunities are classified and filed according to the national classification of occupations. Reference cards are also maintained according to educational levels in order to locate easily all the information in the files for a particular type of applicant. For each level, two cards are prepared, one for occupations and the other for training.

With a view to making information on occupations, training facilities and apprenticeships easily available, each employment exchange having a Vocational Guidance unit is required to set up a career information room. The room set apart for this purpose has to be spacious enough to accommodate a good number of persons at a time and provide adequate seating arrangement. The Vocational Guidance clerk sits in the same room and attends to the queries of visitors regarding the selection of reading material, helps candidates in filling application forms, sells career pamphlets, arranges interviews.
with the Vocational Guidance Officer and renders a number of other related services to the applicants.

The career information room contains, for reference purposes, general information on the world of work, charts and posters issued by the Central Educational and Vocational Guidance Bureau and publications of vocational interest. In addition, a good amount of material on occupational and training facilities is displayed there. Since the Chinese aggression in 1962, each career information room has set apart in it a 'Defence Corner' where current information relating to careers in the Armed Forces, including the Territorial Army, is provided.

Each Vocational Guidance unit also has a small library containing prospectuses of various technical and professional institutions and books on careers, courses, competitive examinations and vocational guidance. A clerk assists the visiting public in the selection of reading material on vocations.

An important reason for the ineffectiveness of Vocational Guidance programme at Employment Exchanges is the acute shortage of staff engaged in guidance activities. In Punjab, for every 100,000 persons in the work force there was 0.40 Vocational Guidance Officer.¹ As compared to this

¹ According to 1971 Census the work force in the State of Punjab was 3,912,592, and the total number of Vocational Guidance Officers in the State at the end of December, 1971 was 16.
for every 100,000 persons in the work force Germany had 16 Counsellors in the Employment Service, and Sweden had 5.8.

Even if it is presumed that cultivators and agricultural labourers do not need vocational guidance and thus can be excluded from the work force, there was 1.1 Vocational Guidance Officer for every 100,000 in the work force.²

It has been observed, however, that due to the tremendous increase in workload connected with registration and placement activities in recent years, even the existing Vocational Guidance staff is deployed for routine Exchange work. In most of the Exchanges, the Vocational Guidance Officer spends nearly half the day in conducting type-writing tests which leaves them little time for intensive individual guidance work.

An important limitation of the programme is the absence of scientific tools which could provide an indication of a candidate's aptitude or interests. While school records on achievements and personal characteristics would be helpful, they are rarely passed on to the Exchanges for use in Guidance or placement work. In order to make Individual Guidance Programme effective, National Employment Service should develop interest inventories that are designed to permit an


2. According to 1971 Census the work force excluding cultivators and agricultural labourers in the State of Punjab was 1,460,734.
individual to record in a structured manner his likes and dislikes in different situations. They usually take the form of choosing between activities, occupations or reactions to events or people. For Vocational Guidance purposes an individual's interest profile is often compared with profiles obtained for different occupations to ascertain whether there are any correlations. If there are similarities between an individual's profile and that of an occupational group, the assumption is made that the individual should be satisfied with that kind of work, other situational or motivational factors being held constant.

An inventory can also be scored to indicate a larger interest area, such as computational, mechanical, aesthetic, etc, to enable counselling to take place within the context of the profile. Interest scores are, of course, no indicator of ability, although a logical relationship exists since a person may well have a greater chance of success in work which he enjoys doing. There is evidence to suggest that before the age of 16-18, inventoried interests are more reliable than expressed interests and would hence provide valuable information for counselling purposes.

The outstanding use of an interest inventory is not in matching a client to an occupation, but as a diagnostic

device, where profile and individual items serve as the basis for a counselling discussion with the aim of defining the client’s self and occupational self-concepts.

It may be pointed out that the present unrealism, in general of attempting to help individuals to formulate rational career plans is the result of circumstances: the unfavourable employment market, the pressure of informed public opinion and the insufficient number of vocational guidance staff available. In the long run, with economic development, population control, and adequate vocationalisation of education, a more manageable balance between opportunity and hope will be established, and with it will arise the possibility and need for a public service able to help with individual guidance. When this begins to happen, a rapid expansion of professional staff will be needed and it will be necessary to have also a body of experience and knowledge and some staff skilled in individual work. For this it is desirable that at least some individual counselling be undertaken right now. The problem is to find identifiable groups of young people who are in a position to apply the conclusions of counselling; only then, through painstaking follow-up work, will it be possible to verify the techniques used, and thus to provide worthwhile experience. For example, many students who are outstanding in their work drop out of studies for various reasons. A counselling and job-development service for such students would be in conformity
with the national policy of avoiding waste of talent.

Similarly, trained engineers and post-graduates in non-science subjects may not always be able to get the jobs they want, but they are competitive in the difficult employment market. Sound and timely advice to these applicants by Vocational Guidance Officers might cut short the long period of frustration and waste after expensive education.

Thus, even before a general public service of individual guidance is found practicable, some opportunities for useful experience could be found in schools, university bureaux and in exchanges. The important thing is to ensure that the categories of young people to be served are determined realistically in terms of the likelihood of their being able to implement the career plans which guidance might help them to draw up. It is obvious that only work of high quality can achieve anything worthwhile, either to the applicant or for research, even if this means dealing with small numbers. Where adequate time, knowledge and skill are not available, adequate returns need not be expected.

2. Vocational Guidance Programme for Students and Parents

(a) Programme for School-children and Parents

Under the present arrangements for Vocational Guidance in India, based on an inter-departmental agreement of 1956, the responsibility for guidance of school children is entrusted to the education service. For others, the Employment
Service takes the responsibility and it is also expected to provide information for use in the guidance provided in the education service.

Realising the importance of the Guidance programmes to school children, the Ministry of Education set up the Central Bureau of Educational and Vocational Guidance in October 1964 to give technical advice and help to the nascent guidance movement in the field of Secondary education. The main purpose of this Bureau is to foster the guidance movement in the country in collaboration with the State Bureaux and to provide leadership at the national level. The activities of the Bureau include promoting awareness of the nature of the guidance services and the need for them, planning at the national level and bring about coordination among various agencies working in the field of Guidance, offering professional training in Guidance and counselling, providing consultation service to the State Bureaux and other agencies undertaking research, preparing Guidance tools and literature and offering educational and occupational information.¹

At the State level there are State Guidance Bureaux in 13 States, namely Uttar Pradesh, Maharashtra, West Bengal, Orissa, Madhya Pradesh, Bihar, Assam, Andhra Pradesh, Kerala, Rajasthan, Mysore, Gujarat and Punjab. These Bureaux are run by the State Departments of Education and are primarily

concerned with the promotion of guidance services as an integral part of the Secondary School programme within their jurisdiction. The main functions of these Bureaux are to organise guidance services in the Secondary Schools, to train guidance counsellors, test development, and research and publication.¹

The main work in the schools is in the hands of selected teachers who are known as career masters. They are part-time teachers and part-time guidance workers. Their teaching load is reduced by about one-fourth or so to enable them to devote attention to counselling.

Their main functions include setting up an educational and occupational information centre in the school; giving orientation talks to pupils regarding Guidance Services available in the school; arranging career talks by experts; organising Career Days, Career Weeks and arranging visits to places of work.²

The principle of coordination and collaboration between the Employment Service and the Education Service in conducting the guidance service has been accepted from the very beginning. At the Central level, a Working Group comprising representatives of the Ministry of Education, the Ministry of Labour and

¹ Ibid.,
Employment, the Planning Commission and the University Grants Commission, was constituted in 1968. The Working Group, now known as the Central Coordination Committee, had held nine meetings till December, 1971.

Coordination at the state level is achieved through the State Coordination Committees for Vocational Guidance, comprising representatives of different Government departments and private bodies nominated by the concerned State Governments.

In Punjab, however, no such committee has been formed so far. Instead, the Government have constituted a special committee with the Deputy Director of Public Instruction as Chairman, the Assistant Director of Secondary Education as Member, and the State Vocational Guidance Officer as Convener.¹ The main functions of the Committee are to conduct an intensive programme of providing information and guidance during the postexamination period to students and their parents in the choice of subjects, educational and training courses and occupations; to help the students plan their vocational and educational careers and publicise the educational, occupational and employment information available with the education authorities and the Department of Employment.

The committee is required to meet once a year.

At the district level, District Coordination Committees

for Vocational Guidance for High/Higher Secondary Schools have been constituted. In Punjab, such committees are functioning in all the districts. Each coordination committee has the District Educational Officer as Chairman and the Vocational Guidance Officer of the Employment Bureau as member-secretary. Other members of the Committee include a representative of the Teachers' Association, a representative of the Parents' Association, the Principal of the Industrial Training Institute and Headmasters or Headmistresses of local schools.

The main functions of a District Coordination Committee are to see that pamphlets, posters and other material supplied by the Department of Employment are properly displayed in the schools, to arrange career conferences in schools and to organise visits of students to important factories in the district.

In Punjab the Vocational Guidance Programme for young school leavers was launched in 1959 when, as a result of discussions between the Employment and Education authorities, the Director of Public Instruction directed the Divisional Inspectors of Schools to instruct all the High and Higher Secondary Schools to set up career corners and display complimentary copies of career pamphlets supplied by

---

<table>
<thead>
<tr>
<th>Period</th>
<th>No. of career talks given in schools</th>
<th>Students</th>
<th>Teachers</th>
<th>Parents</th>
</tr>
</thead>
<tbody>
<tr>
<td>March, 1968-March, 1969</td>
<td>6</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>April, 1969-March, 1970</td>
<td>21</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>April, 1970-March, 1971</td>
<td>297</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>April, 1971-December, 1971</td>
<td>286</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>1972</td>
<td>217</td>
<td>29607</td>
<td>1059</td>
<td>845</td>
</tr>
<tr>
<td>1973</td>
<td>311</td>
<td>50840</td>
<td>2880</td>
<td>1256</td>
</tr>
<tr>
<td>1974</td>
<td>336</td>
<td>37280</td>
<td>3016</td>
<td>1390</td>
</tr>
<tr>
<td>1975</td>
<td>338</td>
<td>36722</td>
<td>2497</td>
<td>546</td>
</tr>
<tr>
<td>Jan.-Oct., 1976</td>
<td>31</td>
<td>5735</td>
<td>657</td>
<td>14</td>
</tr>
<tr>
<td>Nov. 66-Dec., 1977</td>
<td>31</td>
<td>1864</td>
<td>127</td>
<td>---</td>
</tr>
<tr>
<td>1978</td>
<td>144</td>
<td>13036</td>
<td>801</td>
<td>74</td>
</tr>
<tr>
<td>1979</td>
<td>157</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>1980</td>
<td>251</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
</tbody>
</table>

+ Figures prior to Oct., 1966 relate to Composite Punjab.

the Department of Employment and to depute one of the teachers to work as part-time career master in the school. Under this programme, the Vocational Guidance Officers were required to visit the educational institutions in their jurisdiction from time to time and deliver talks on careers. These talks covered educational and training facilities, job opportunities available in area and guidance facilities available at the Exchange. During such visits, Vocational Guidance Officers also gave individual guidance to students and discussed vocational problems with their parents and guardians.

Table 7.5 sums up the vocational guidance activities of the Department of Employment in schools since 1950. As is clear from the table, there was a continuous increase in the number of career talks given in schools during the period 1959-1966, except in 1962 when visits to schools were discontinued for some time as a measure of economy following the Chinese aggression. In 1965, the policy regarding the Vocational Guidance Programme in schools was considered at the national level. It was felt that vocational guidance should mainly be the responsibility of the education authorities and the Vocational Guidance Officer should visit schools for talks only when invited by the headmasters.¹

The programme in schools, however, received a major set-back since the Vocational Guidance Officers stopped

¹. Punjab, Directorate of Employment, Vocational Guidance Circular No.10
visiting the schools on their own. As shown in Table 7.5 there was a considerable decline in the number of career talks given in schools during the period 1966-1967. The highly unsatisfactory performance in this field is evident from the fact that during the year 1966-1967 only 31 schools were covered under the career talks programme whereas the total number of High/Higher Secondary Schools in the State at the end of 1967 was 1019. Inspection reports of the Vocational Guidance units during the period reveal that generally the headmasters of schools did not invite the Vocational Guidance Officer for talks to their students. The need to revise the policy was, therefore, again felt at the national level in 1968. Consequently, in Punjab, Vocational Guidance Officers were asked to resume their visits to High/Higher Secondary Schools in their area for career talks. They were asked to chalk out a programme in such a way as to ensure that each officer covered all the schools in his area at least once in two years.

The Department of Employment also celebrates "Career Weeks" and organizes career exhibitions in collaboration with the Departments of Education and Public Relations from time to time. During the course of these programmes, students and job seekers are addressed by experts in different fields, charts on careers, courses and occupations are

displayed, and films on careers are shown. For instance, career exhibitions were arranged at Employment Exchanges at Amritsar, Kapurthala, Ferozepur, Behalarpur, Gardaspur, Sangrur, Lachiana and Jullundur from 16th December to 19th December, 1969. This programme was carried on in about 60 schools and colleges in which about 12,000 persons participated.1

There is no doubt that career weeks and career exhibitions are an extremely useful means of presenting occupational information to a large number of students. Moreover, in a country like India, where by and large students are still not conscious of the importance of Vocational Guidance, such activities serve an important motivational purpose. Through participation in such activities, students become aware of the importance of Vocational Guidance and avail the facilities available at the Employment Exchanges. The Department of Employment should pay more attention to such activities.

As children in India depend more often than not on parents and guardians for choice of careers, the Employment Service has started a special Vocational Guidance programme for parents and guardians. This programme is observed in rotation at different local schools every fortnight for two

hours. It consists of talks by Employment Officers and sometimes by special invitees who are in a position to speak knowledgeably about their profession. Exhibitions and film shows are also organized under the programme.

During discussions with officials in the Department of Employment and State Bureau of Vocational Guidance it was learnt that though considerable publicity has been given to the programme, it has failed to attract the attention of parents and guardians. A senior official in the State-Bureau of Vocational Guidance complained of the utter lack of interest among parents in Vocational Guidance Programme. She remarked: "Parents who need vocational guidance do not care and those who care do not really need it."

At the suggestion of the writer most of the Vocational Guidance officers, headmasters and career masters agreed that the parents may be contacted on days when there are parent-teacher meetings in schools, declaration of results, prize-distribution functions, etc.

The programme in schools also does not seem to have made any significant impact on the students. The ultimate responsibility for vocational guidance in schools rests with the educational authorities but they have not paid adequate attention to the programme. In Punjab, the main work in the schools is in the hands of selected teachers, who are part-time "Career masters". They are given three weeks' orientation
training by the State Bureau of Educational and Vocational Guidance in the techniques of collecting, classifying and disseminating educational and occupational information, administering and interpreting fundamental psychological tests and techniques of grouping all relevant data of the pupils and using these data for elementary counselling of simple cases only. The number of trained career masters in schools is inadequate. By the end of 1971, only 260 schools out of a total of 1,145 High/Higher Secondary Schools in the State had trained career masters. This means that 78% of the schools in the State are without even rudimentary guidance activities.

For intensive study all the 26 schools in Patiala District where career masters have been appointed were selected and the writer of this thesis had discussions with headmasters/principals, career masters and some of the teachers in these institutions.

It was found that 17 out of 26 (65%) of these schools provide time for guidance activities in their time-table. Many of the headmasters stated that the performance of their schools would not be judged by the Vocational Guidance programme but by academic achievements. Hence it was no use wasting time and energy on such activities.

1. Based on Personal information from the State Bureau of Educational and Vocational Guidance, Punjab.
As regards occupational information facilities, none of these schools has a separate occupational information room. 32% of the schools have a corner in the library or some other room where occupational information literature is displayed. The rest of the schools have no such facilities.

In 68% of the schools class talks were conducted by career masters and in 12% of the schools guest-speakers were invited to address the students during 1970-71.

None of these schools had arranged "career days" or "career weeks" during 1970-71. However 80% of them participated in the Career Conference arranged by the Department of Employment.

None of these schools had arranged for career-visits to places of work.

It is clear that even in schools where career masters have been appointed the programme exists only on paper.

In order to make the programme effective in schools, it would be preferable to appoint a full-time educational and vocational counsellor for a school, or a counsellor may be attached to a group of schools. The counsellor should be a specialist in matters of scholastic development and vocational thinking. He would have two clear goals; firstly to ensure the fullest development of the child's capacities in school by guiding him on curriculum choice, and, secondly, to help
the child to choose a career possibly after further education elsewhere that promises what he wants out of his working life and offers him an opportunity to develop and use his talents.

The justification for such a role stems from the fact that vocational guidance provided at the end of schooling comes too late, partly because other non-professional sources have already influenced young people's career thinking and preferences and partly because, having virtually completed his educational programme, the school learner's occupation opportunities are now relatively limited. Such limitations, inherent in eleventh-hour vocational guidance (contemptuously termed 'crisis counselling'), can be avoided by introducing professional influences many years before the necessity for choice arises (thereby avoiding crises) and by insisting that vocational considerations are not neglected when educational decisions are made. Since occupational choice is the outcome of a developmental process that has extended over many years, vocational guidance can be really effective only if it, too, is spread over the same years. Furthermore, since vocational opportunity is closely determined by educational achievement, the counsellor must make clear what educational paths lead to the occupational goals in which the child has shown some interest.

What a young person primarily needs when thinking about his occupational future is information - about jobs, entry qualifications, the skills required and the satisfactions offered, and about the various forms of higher education and their occupational relevance. Above all, he needs information about himself, his abilities, aptitudes and limitations. The counsellor would give him this information and make sure that he understood it. He would rely upon cumulative record cards which would indicate the scholastic progress, and psychological and test results. He would need to be familiar with the environment of the working life and able to command a large store of occupational information. He would have skill in the use and interpretation of psychological tests to enable him, when necessary, to probe his clients closely in occupationally relevant respects. He would also understand the relevance of particular courses to particular vocational ends.

He would, of course, be a counsellor and not merely a source of information. He would frequently take the initiative in telling young people of career possibilities they may not have heard of, let alone considered, and he would often need non-directively to aid the vocational thinking of his clients.

It must be emphasised that the programme of vocational guidance in any school is an enterprise in which all members
of the staff participate; it is not the sole responsibility of a counsellor.

The Principal is the key man of the vocational guidance programme within his school. If the programme is to be a success, he must be in sympathy with its purposes and must give it his wholehearted support. It is his responsibility to provide favourable conditions for carrying on the various guidance services. For this purpose, the State Bureau of Vocational Guidance may arrange orientation courses for Principals. Besides the Principal/headmaster, teachers all other subjects in the school must have a responsibility in vocational guidance programme.

Every subject teacher should assist his pupils to obtain significant information concerning the occupations which are closely related to, or depend to a large extent upon, his subject. Of course, the counsellor should cooperate with the other subject-matter teachers in making this work effective and in avoiding undesirable duplication.

Methods of teaching occupational information course, to be effective, must bring into play pupil initiative and pupil activity as fully as possible. Each pupil should be required to gather material about occupations from books and pamphlets in the library, from newspapers and magazines, from workers in the occupations that are studied, from visits to offices and shops where occupations are carried on and from other sources. The counsellor, to be sure, must see to it
that the information collected in this manner is accurate and reliable.

The strengthening of the programme on the Education side does not mean minimising the importance of the Employment Service in any way. In the pursuance of programmes which are to be based upon manpower statistics and job analysis, it is unlikely that educational staff will be able to rise so well or so quickly to the occasion without specialised knowledge. The provision of this expertise and the outlook on programme planning which arises from it are the natural contributions of Vocational Guidance Officers. Thus these officers will keep up-to-date employment information, interpret it to the counsellors and the teachers and help to present it in an interesting manner. Vocational Guidance officers would be concerned mainly with counsellors, teachers and employers and with other agencies concerned with the adaptation of human resources to economic needs. In general, they will serve as the link between schools and employers. They will undertake the preparatory planning for visits to industry and training establishments and establish good working relationships with employing establishments.

(b) Programme for University-students

In order to provide vocational guidance facilities to university students, 61 University Employment Information
and Guidance Bureaux have been set up in the country by the end of December, 1972. In addition to guidance as given in Employment Exchanges, and placement of certain categories of post-graduate work seekers, some of the bureaux have undertaken surveys of occupations taken up by graduates. Almost all of them publish regular bulletins, giving information on current employment opportunities, competitive examinations, scholarships and so on. Some of them have also published booklets on different careers and vocations.

The bureaux are situated in the university campuses and their activities are mainly confined to students and their alumni. In the case of bureaux established in non-residential universities, some of them have extended vocational guidance facilities to affiliated colleges as well. A guidance cell is set up in each such college under the charge of a Senior Lecturer who acts as a Liaison Officer between the college and the Bureau and gives day-to-day guidance to the students. Literature on guidance to students is provided by the Bureau to the Guidance Cell from time to time. In some colleges there is an orientation programme at the time of admission to the new academic session, offering information and guidance on the choice of courses.

In Punjab the University Employment Information and

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1. India, Department of Labour and Employment, Annual Report, 1972-73.
Guidance Bureaux are functioning, one at Punjabi University, Patiala, and the other at Punjab Agricultural University, Ludhiana. The functions of these Bureaux are to give individual and group guidance to the alumni of the universities and students of the affiliated colleges and to give information on facilities for higher education, professional studies abroad, etc.

The Bureaux register professionally qualified graduates and post-graduates in all subjects for employment assistance, including part time employment.1

The activities of these Bureaux have been confined to the local colleges and there is no such arrangement in colleges at other centres.

The Bureau at Patiala publishes a fortnightly career bulletin, "The Career" and the Bureau at Ludhiana publishes a similar bulletin called,"Vocational Guidance."

In 1970, the Bureau at Ludhiana conducted a survey to find out the employment pattern of agricultural graduates who passed out during 1968.

The following figures relate to the vocational guidance activities of the two bureaux during the year 1970:2

(i) Number of persons given guidance at the time of registration. 1551

(ii) Number of persons given individual information

For intensive investigation, a case study of University Employment Information and Guidance Bureau, Patiala, was conducted. For this purpose information was collected from:

(i) visitors to the Bureau for 16 days; the visitors included all persons visiting the Bureau on these days irrespective of any other consideration i.e. whether they were registered or not, employed or unemployed, students or those who have already completed their education. However, the information was not collected from visitors who come to the Bureau for the first time on any of these days,

(ii) applicants who were placed in employment by the Bureau during the quarter October-December, 1971,

(iii) employers who made use of the Bureau during the same quarter.

The questionnaire was filled in by 54 visitors visiting the Bureau during this period of 16 days.

Out of the 35 placed applicants to whom the questionnaire was sent, only 25 responded. This constituted a response of 71.4 per cent of the placed applicants.

The questionnaire was sent to 23 employers who made

1. Appendix No.16
2. Appendix No.17
3. Appendix No.18
### TABLE 7.6

Proportion of Visitors Registered with University Employment Information and Guidance Bureau, Patiala.

<table>
<thead>
<tr>
<th>Employment Status</th>
<th>No. visited</th>
<th>No. Registered</th>
<th>% of Registered to visitors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unemployed</td>
<td>22</td>
<td>22</td>
<td>100</td>
</tr>
<tr>
<td>Student</td>
<td>15</td>
<td>2</td>
<td>13.3</td>
</tr>
<tr>
<td>Research Scholar</td>
<td>6</td>
<td>5</td>
<td>83.3</td>
</tr>
<tr>
<td>Employed</td>
<td>6</td>
<td>3</td>
<td>50.0</td>
</tr>
<tr>
<td>Part-time Employed</td>
<td>5</td>
<td>4</td>
<td>80.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>54</strong></td>
<td><strong>36</strong></td>
<td><strong>66.7</strong></td>
</tr>
</tbody>
</table>

### TABLE 7.7

Number of Guidance Services Received by visitors to the University Bureau.

<table>
<thead>
<tr>
<th>Number of Services Utilised</th>
<th>No. of Applicants</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>One Service</td>
<td>23</td>
<td>42.6</td>
</tr>
<tr>
<td>Two Services</td>
<td>18</td>
<td>33.3</td>
</tr>
<tr>
<td>Three Services</td>
<td>9</td>
<td>16.7</td>
</tr>
<tr>
<td>Four Services</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>No service</td>
<td>4</td>
<td>7.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>54</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>
use of the Bureau during the quarter October-December, 1971. Fourteen employers constituting about 60 per cent responded to the request.

The data may now be analysed to determine the effectiveness of the University Employment Information and Guidance Bureau, Patiala.

Table 7.6 indicates the employment status of 54 applicants who visited the Bureau during the 15-day period. It will be noticed that 18 of them were not registered but they visited the Bureau for getting information and advice. Thus 33.3% of the visitors came to the Bureau for getting information and guidance which they consider useful. The visitors were not all students. Some of them were employed, some of them had completed their university education and were seeking employment and some held part-time employment. The table shows that only 13.3% of the students were registered. The main reason for this is that only students who have completed their university education are registered by the Bureau. A striking aspect is that as many as 83.3% of research scholars visiting the Bureau were registered.

Table 7.7 gives an analysis of the Guidance services which 54 visitors received from the Bureau. None of the visitors received all four Guidance Services i.e. Registration Guidance, Group Guidance, Individual Information and Individual Guidance; 23 received one service, and 18 received
two services, nine received three services and four of them did not receive any guidance service whatsoever.

It has already been mentioned that many of the visitors to the Bureau received more than one guidance service. Table 7.8 below gives an idea of the type of services that visitors received at the Bureau. All the 36 applicants registered with the Bureau received registration guidance; 8 of them received individual guidance, 5 received group guidance and 16 of them received individual information.

**TABLE 7.8**

Types of Guidance Received by Visitors to the University Bureau.

<table>
<thead>
<tr>
<th>Nature of Guidance/Information</th>
<th>No. received</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registration Guidance</td>
<td>36</td>
</tr>
<tr>
<td>Individual Guidance</td>
<td>8</td>
</tr>
<tr>
<td>Group Guidance</td>
<td>5</td>
</tr>
<tr>
<td>Individual Information</td>
<td>16</td>
</tr>
</tbody>
</table>

An analysis of the opinion given by the recipients of guidance and information services among the visitors is given in the following table-

**TABLE 7.9**

<table>
<thead>
<tr>
<th>Nature of Guidance</th>
<th>No. Received</th>
<th>No. benefitted</th>
<th>% benefitted to received</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registration Guidance</td>
<td>36</td>
<td>32</td>
<td>89</td>
</tr>
<tr>
<td>Individual Guidance</td>
<td>8</td>
<td>2</td>
<td>25</td>
</tr>
<tr>
<td>Group Guidance</td>
<td>5</td>
<td>2</td>
<td>40</td>
</tr>
<tr>
<td>Individual Information</td>
<td>16</td>
<td>9</td>
<td>60</td>
</tr>
</tbody>
</table>
It is evident that as many as 89% of the visitors expressed their satisfaction with the registration guidance. On the other hand, only 28% of the visitors were satisfied with the individual guidance services received.

The information collected about the use of career Information Room given in Table 7.10 below reveals that out of 54 visitors coming to the Bureau, 43 of them visited the Career Information Room. However, only 23(53.5%) of them found the material useful.

<table>
<thead>
<tr>
<th>Employment Status</th>
<th>No. visitors Career Information Room</th>
<th>No. found useful</th>
<th>% of those who found visit useful</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unemployed</td>
<td>18</td>
<td>10</td>
<td>55.6</td>
</tr>
<tr>
<td>Student</td>
<td>13</td>
<td>8</td>
<td>61.5</td>
</tr>
<tr>
<td>Research Scholar</td>
<td>5</td>
<td>2</td>
<td>40.0</td>
</tr>
<tr>
<td>Employed</td>
<td>3</td>
<td>1</td>
<td>33.3</td>
</tr>
<tr>
<td>Part-time Employed</td>
<td>4</td>
<td>2</td>
<td>50.0</td>
</tr>
<tr>
<td>Total</td>
<td>43</td>
<td>23</td>
<td>53.5</td>
</tr>
</tbody>
</table>

It appears from Tables 7.9 and 7.10 that the services provided by the Bureau relating to vocational guidance are not up to the mark and need qualitative improvement.

Visitors were asked to offer suggestions for improvement of the University Bureau. In response to this, seven visitors suggested that up-to-date literature on competitive examinations, including previous examination papers, must be
made available at the Bureau.

Twelve visitors suggested that more Career literature, like career bulletins and career-pamphlets, should be published.

Twenty one visitors suggested that the Bureau should develop contacts with major employers of the area to promote employment opportunities.

Eleven visitors suggested that the Bureau should explore the possibility of more part-time employment for students.

In order to make the Bureau effective the visitors' suggestions should be taken into consideration by the Organisation.

**Placed Applicants**

As already mentioned, a questionnaire was mailed to 35 applicants who were placed by the Bureau during the quarter October-December, 1971, to which 26 responded. All of them reported that they had received various types of guidance services, including registration guidance, individual guidance, group guidance and individual information and employment assistance, which resulted in their placement.

Table 7.11 given below shows the services received by the placed applicants and the number of applicants who
benefitted from such services. Registration Guidance services for the placed applicants appear to be satisfactory. The same view was expressed by the visitors as mentioned earlier (Table 4). The other services are not satisfactory and hence need improvement.

TABLE 7.11.

<table>
<thead>
<tr>
<th>Nature of Guidance</th>
<th>No. of persons Received</th>
<th>% of Benefitted to Received</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registration Guidance</td>
<td>25</td>
<td>21</td>
</tr>
<tr>
<td>Individual Guidance</td>
<td>17</td>
<td>10</td>
</tr>
<tr>
<td>Group Guidance</td>
<td>13</td>
<td>7</td>
</tr>
<tr>
<td>Individual Information</td>
<td>19</td>
<td>9</td>
</tr>
</tbody>
</table>

The applicants placed by the Bureau were also asked to offer suggestions to improve the University Bureau. Ten of them suggested that applicants should be sponsored against vacancies on the basis of merit alone.

Twelve of them suggested that the Career Information room should have publications giving the latest information regarding courses, scholarships and employment opportunities in India and abroad.

Seventeen of them suggested that the officer-in-charge of the Bureau should be familiar with the industries and the employment pattern of the area.

Seven of them suggested that the officer should be more
cordial to applicants. The personal observation of this writer has also revealed that the job-seekers are not properly attended to by the Bureau staff. This attitude of the Bureau staff adds to the frustration of the job-seekers. Sympathetic behaviour on the part of the Employment staff is urgently needed.

Employers

A questionnaire was mailed to all the 23 employers who made use of the University Bureau during the period October—December, 1971, to which 14 employers responded—all from the public sector and 3 from the private sector. Eleven employers from the public sector reported that they had filled 14 vacancies by university graduates during the quarter 12 through the University Bureau and two from other sources. The employers in the private sector filled five vacancies by the university graduates, only one through the University Bureau and three from other sources. This suggests that the employers in the private sector are making very little use of the University Bureau.  

Out of the 14 employers, nine said that they had found the services rendered by the University Bureau useful. Both the employers in the private sector reported that they did not find this service useful.

1. Also refer to Chapter VI,
Employers were also requested to offer suggestions for improvement of the University Bureau. Many of them felt that the Bureau should conduct pre-submission interviews in order to determine the availability and suitability of applicants. This is necessary since many of the applicants sponsored by the Bureau do not turn up for interview.

Many employers suggested that in order to improve the quality of the candidates sponsored by the Bureau, more consideration should be given to merit than to seniority.

Research in Vocational Guidance

Another important area which needs to be investigated is research in vocational guidance. Much could be gained by a co-ordinated approach by the Central Bureau of Vocational Guidance and the Central Institute for Research and Training in Employment Service, to the needs of medium and long-term research for vocational guidance. For this purpose, an inter-departmental committee, including representatives of the University Grants Commission and the Institute of Applied Manpower Research, may be appointed.

Long-term research in Vocational Guidance is an act of faith in the present circumstances in India, where individual guidance is likely to play only a small part for a long time to come. Nevertheless, even when a situation more favourable to individual work develops, there would still be no solid
basis for it without the minimum work base. Topics which might be investigated include: persistence or change of personality traits, interests, and capabilities from adolescence over a period of years; relationship between characteristics observable in students and factors in job success and later satisfaction; persistence and change in attitudes to occupations and work from early adolescence over a period; pattern of career growth, relevance and predictive value of entries in cumulative record cards.

If the universities could be persuaded to relate individual Ph.D. projects on Vocational Guidance to continuous and co-ordinated research plans about topics, as mentioned above, a great deal could ultimately be learnt without much extra expenditure.

The practical importance of research is great but not immediate; the chances would be high, therefore, of programmes being subject to interruption or premature termination. It might be expedient to seek the support of an international foundation with funds and expertise available for such work as a means of ensuring continuity over an adequate period. To ensure closer integration of Vocational Guidance work in the employment and educational services, parallel expert assistance and fellowships from the ILO and UNESCO could be useful.