1968

Existing Guidance Practices in Selected Asian Countries at the Elementary and Secondary School Levels

Esperanza A. Abrajano

Loyola University Chicago

Recommended Citation
http://ecommons.luc.edu/luc_diss/929

This work is licensed under a Creative Commons Attribution-Noncommercial-No Derivative Works 3.0 License.
Copyright © 1968 Esperanza A. Abrajano
EXISTING GUIDANCE PRACTICES IN SELECTED ASIAN COUNTRIES
AT THE ELEMENTARY AND SECONDARY
SCHOOL LEVELS

by

Esperanza A. Abrajano

A Dissertation Submitted to the Faculty of the Graduate School
of the Loyola University of Chicago in Partial Fulfillment
of the Requirements for the Degree of
Doctor of Philosophy
July
1968
LIFE

Esperanza Abrajano is from Cebu City, Philippines. She completed her elementary education at City Central School, one of many public elementary schools in the city. She obtained her high school certificate and her Bachelor's degree in Arts and Education from St. Theresa's College of Cebu. She had six years of successful teaching experience in her home city before accepting a grant from the United States State Department to pursue graduate studies in guidance and counseling at Loyola University of Chicago's Graduate School.
ACKNOWLEDGMENTS

This project would not have been possible without the help and cooperation of many people and agencies. The writer wishes to thank the American Personnel and Guidance Association's Committee on International Relations through its program specialist, Mrs. Barbara Ostrander; the UNESCO Regional Office for Education in Asia; India's National Institute of Education through its Department of Psychological Foundations; the Japan Vocational Guidance Association; the Philippine Guidance and Personnel Association; and the Reference Department of the University of Singapore.

With deep gratitude, the writer acknowledges the assistance and direction of Dr. John A. Wellington, program advisor, Dr. John Wozniak, Chairman of Loyola's Department of Education, and all the other members of the advisory board as well as valuable services rendered by the following: Mr. Manuel Ortiz, Miss Grace de la Rosa, Miss Violeta Yambot, Miss Lita Yambot, Miss Sonia Canton, Miss Marietta Ruiz, Miss Venus Dakay, Dr. Louella Cosca, and Mrs. Letty Asuzano.
# TABLE OF CONTENTS

## CHAPTER I. INTRODUCTION

Purpose of the Study (7) -- Scope and Limitations (8) -- Definition of Terms (9) -- General Procedures (11)

## CHAPTER II. REVIEW OF RELATED LITERATURE

India (13) -- Philippines (23) -- Japan (29) -- Federation of Malaya (32) -- Singapore (32) -- China (33)

## CHAPTER III. GUIDANCE IN INDIVIDUAL ASIAN COUNTRIES

Cambodia

- General Background of the Country (34)
- Social Conditions (35)
- Economic Conditions (35)
- Educational System in Brief (37)
- Backgrounds of Guidance (37)

Ceylon

- General Background of the Country (40)
- Social Conditions (40)
- Economic Conditions (41)
- Educational System in Brief (42)
- Organizational Set-up (45)
- Basic Guidance Services (45)
- Pupil Inventory Services (45)
- Testing Service (46)
- Information Service (47)
- Placement and Follow-up Services (48)
- Training of Guidance Workers (50)
- International Cooperation (51)

China (Formosa)

- General Background of the Country (52)
- Social Conditions (53)
- Economic Conditions (54)
- Educational System in Brief (55)
- Backgrounds of Guidance (56)
- Guidance Principles (57)
- Organizational Set-up (57)
- Basic Guidance Services (58)
- Pupil Inventory Services (59)
- Testing Services (59)
- Information Service (61)
- Counseling Service (62)
- Placement Service (62)
- Follow-up Practices (63)
- Training of Guidance Workers (64)
- International Cooperation (65)

India

- General Background of the Country (67)
- Social Conditions (68)
- Economic Conditions (71)
- Educational System in Brief (72)
- Backgrounds of Guidance (73)
- Basic Guidance Services (73)
- Pupil Inventory Service (83)
- Testing Services (84)
- Information Service (85)
- Counseling Service (85)
- Training of the Guidance Staff (87)
- Professional Organization of Guidance Workers (88)
- International Cooperation (90)
Japan

General Background of the Country (91)--Social Conditions (91)--Economic Conditions (93)--Educational System in Brief (93)--Backgrounds of Guidance (94)--Guidance Orientations (95)--Organizational Set-up (95)--Basic Guidance Services (96)--Pupil Inventory Service (96)--Testing Services (97)--Informational Services (97)--Placement Services (99)--Follow-up Services (99)--Training of Guidance Workers (100)--Professional Organization of Guidance Workers (102)--International Cooperation (103)

South Korea

General Background of the Country (104)--Social Conditions (104)--Economic Conditions (105)--Educational System in Brief (106)--Backgrounds of Guidance (106)--Organizational Set-up (107)--Basic Guidance Services (107)--Pupil Inventory Service (107)--Testing Service (107)--Information Service (108)--Placement and Follow-up Services (109)--Counselor Training (109)--Professional Organization of Guidance Workers (110)--International Cooperation (110)

Malaysia

General Background of the Country (111)--Social Conditions (111)--Economic Conditions (113)--Educational System in Brief (114)--Backgrounds of Guidance (115)--Organizational Set-up (115)--Guidance Orientations (116)--Basic Guidance Services (117)--Pupil Inventory Service (117)--Testing Service (118)--Information Service (118)--Counseling Service (120)--Placement and Follow-up Services (120)--Training of Guidance Workers (120)--Professional Organization of Guidance Workers (121)--International Cooperation (122)

Philippines

General Background of the Country (123)--Social Conditions (123)--Economic Conditions (125)--Educational System in Brief (126)--Historical Foundations of Guidance (127)--Guidance Orientations (130)--Organizational Set-up (131)--Basic Guidance Services (132)--Pupil Inventory Service (132)--Testing Services (133)--Information Services (134)--Counseling Services (135)--Placement Services (135)--Follow-up Services (136)--Counselor Training (136)--Professional Organization of Guidance Workers (140)--International Action (141)

Singapore

General Background of the Country (142)--Social Conditions (142)--Economic Conditions (143)--Educational System in Brief (143)--Backgrounds of Guidance (144)--Guidance Orientations (145)--Organizational Set-up (145)--Basic Guidance Services (146)--Pupil Inventory Service (146)--Testing Service (147)--Counseling Service (147)--Information Service (147)--Placement and Follow-up Services (143)--Training of Guidance Workers (148)--Professional Organization of Guidance Workers (148)--International Cooperation (149)
THAILAND

General Background of the Country (150)--Social Conditions (150)--Economic Conditions (151)--Educational System in Brief (152)--
Backgrounds of Guidance (153)--Guidance Orientations (154)--
Organizational Set-up (154)--Basic Guidance Services (155)--
Pupil Inventory Service (155)--Testing Service (155)--Information
Services (156)--Counseling Services (157)--Placement and Follow-
up Services (157)--Training of Guidance Workers (158)--Professional
Organization of Guidance Workers (160)--International Cooperation (160)

CHAPTER IV. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

History and Development of Guidance in the Asian Region (161)--
Guidance Orientations (164)--Organizational Set-up (165)--Basic
Guidance Services (166)--Pupil Inventory Service (167)--Testing
Services (167)--Informational Services (168)--Counseling Services
(169)--Placement Services (170)--Follow-up Services (170)--Training
of Guidance Workers (170)--Professional Associations (172)--
International Cooperation (172)--Recommendations (174)

BIBLIOGRAPHY

184
CHAPTER I

INTRODUCTION

"Guidance . . . reflects a social philosophy and the culture in which it is located."¹ Thus, the editors of the 1955 Year Book of Education bring out a crucial point in the concept of guidance which should guide the enthusiastic promoters of worldwide guidance. Many reasons have been proposed for the emergence of international guidance and many works will be suggested. The fact remains that economic, technological, political, religious, and psychological factors all combined to pressure communities, societies, and nations to come up with an answer to such problems as that of manpower development, effective utilization of human resources, juvenile delinquency, increasing crime rate, and disintegration of familial solidarity and relationships. Indeed, guidance can be considered as the world's solutinal reaction to a situation thrust upon it by the inevitable forces of change.

In the United States, the origins of the guidance movement are traced back to Frank Parsons, who saw the need for a vocational bureau, told the

world about it in his book, *Choosing a Vocation*, and implemented his ideas by organizing the vocational bureau in the Civic Service House in Boston in 1908. Nine years later, in 1917, the bureau, under the name of Bureau of Vocational Guidance, became associated with the School of Education of Harvard University.¹

Vocational guidance in the U. S. has been essentially given to the schools although there are other agencies which have made use of vocational guidance procedures. Keller's study of worldwide vocational guidance practices illustrated the case of the United States:

Vocational guidance in the U. S. has been essentially a school concern. Other agencies, notably welfare organizations and public employment offices, have to some extent, adopted vocational guidance procedures, but, by and large, it has remained for the schools to take the responsibility.³

In the European continent, the pattern of development assumes a different picture. In most European countries, the responsibility of vocational guidance rests principally with the ministry of labor. The rationale is that labor officials are more cognizant of manpower needs, more familiar with the requirements of and conditions in the labor market, and more competent in giving occupational information than education officials.⁴

---


In the words of Keller and Viteles:

In contrast to the situation in the United States, vocational guidance in Europe has developed out of placement, usually in government employment bureaus, within a ministry of labor. Consideration of individual characteristics has led these bureaus back to the school, first for information, and then for active cooperation.5

A case in point is that of Sweden. Following Recommendation No. 87 on Vocational Guidance adopted by the International Labor Organization in 1949, Sweden organized a vocational guidance given to students in the schools.6 To make guidance systematic, the Swedish Parliament passed the School Reform Act on May 26, 1950. This document greatly expanded the role of vocational guidance for all students in the schools, especially for those in the age range of 13-15 years. In 1951 and 1952 some headway was made in implementing the changes; a report was published assigning guidance a central place in the new scheme of education.7

In the Soviet Union guidance is considered an integral part of education and instruction so that the main responsibility for it is in the hands of the Ministry of Education and its local agencies. Members of the teaching profession are responsible for the inclusion of guidance in the teaching of their subject fields so that students' vocational interests are aroused and at

5 Keller and Viteles, p. 21.


the same time their special aptitudes are discovered and developed. Guidance has now filtered down to the 5th class to enable the students to choose their course in the 9th and 11th classes. 8

In Brazil, there is no federal service for guidance; the constituent states control the few existing official services and take care of the organization and the financing of such services in their respective territories. Supplementing this meagre guidance activity are semi-public or private agencies which are national in character but have regional branches. 9 The federal government's contribution was to set up guidance as an integral part of the country's system of industrial and technical schools. Inclusion of guidance services in these schools was called for by law which also provided for the commission of a guidance specialist from the United States to develop a program. Guidance programs supported by the government in the federal, industrial and technical schools challenge the members of the guidance staff in these schools to make guidance appreciated throughout Brazil. In the government's view:

The ultimate goal sought by the improvement of present guidance services in the federal industrial and technical schools of Brazil, and by the further expansion of the guidance movement into other school systems, is the bringing about of an improved total program of instruction. In an effective and appropriate program of instruction, with integrated guidance services, the student may receive the kind of education that will best fit him to have a productive part in the expanding economy of his country. 10

---


9 Ibid.

The Turkish government, feeling the need for organized guidance services in her educational system, invited Lester Beals to participate in a project charged with responsibility of developing such services. Beals reported in 1955 that six centers or communities had been chosen in which to begin the programs. Local participation was sought and encouraged so that teachers and administrators alike were given the task of both developing the programs and carrying them out. To insure the continuity of the outcomes, the project participants set up training centers for those who will continue to develop the project. 11

Thus, it seems that the guidance and counseling attempts of various countries in the world are reactive patterns of solving problems at the national level. Invariably, they turn to the educational system as an agent of economic and political stability. Governments are very much aware of the relationship between education and the socio-politico-economic level of a country. They have implemented many of the recommendations and resolutions related to education adopted by world bodies such as the United Nations Educational, Scientific, and Cultural Organization and the International Labor Organization. These world agencies have from time to time passed resolutions in order to help countries by upgrading their system of education. With education producing enough trained manpower, countries can look forward to greater heights of economic stability.

Along with the rest of the world, Asian countries have started with compulsory education. "Universal education," "free education," is the slogan.

To safeguard democracy, the opportunities of education must be extended to all. Education must no longer be the monopoly of the wealthy. The aim is an educated citizenry. Elementary schools have been opened in urban and rural districts to educate millions of children from age seven through eleven or fourteen, depending on the financial capacity of the various countries.

With the full flowering of universal education come the realities of students' facing the problem of occupational choice. Students need information on employment opportunities after graduation, on marketable skills that can be learned while they are in school, the requirements of the job market, and the trends of occupational shifts. To rely solely on the competencies of teachers to impart such types of information and to help pupils make use of such information is a grave injustice to both teachers and pupils. One must turn to some other sources of assistance; namely, guidance services, which are no longer merely desirable but have become essential. Thus, the need for vocational guidance for youth is universally accepted. With such a service, young people are helped to find employment suited to other needs, aptitudes, interests, and abilities. A job-satisfied citizenry makes for an economically happy nation.

The development of guidance services all over the world has been far from smooth. Oftentimes, it came in jolts, followed by a painful but steady progress in the techniques for individual appraisal, for giving out guidance information, and for evaluation of guidance results. Stagnation sometimes occurred as a result of adherence to traditional methods of approach and insistence on conventional ways of attacking problems.

There is in every society an innate tendency to resist change. This is especially true in Asian countries.
Purpose of the Study

The subject of this study is the guidance services in selected Asian countries. Its purposes are:

1. To collect objective evidence concerning the guidance efforts of national authorities in Asian countries to implement guidance at the elementary and secondary school levels;

2. To organize such evidence and facts that can be gathered according to the following aspects of guidance:
   a. philosophical orientations or the principles underlying their guidance practices,
   b. the organization of guidance services at national and regional levels,
   c. the essential services offered: pupil inventory, testing services, information services, counseling services, placement services, and follow-up services,
   d. training of guidance personnel;
   e. research and evaluative studies made.

3. To examine the meaning that guidance has for modern education in that part of the world;

4. To recognize the role of international agencies in furthering guidance in Asia;

5. To identify emerging trends and patterns of development in guidance as indicated by the collected evidence; and

6. To point out promising lines of growth in servicing students for guidance purposes and to offer recommendations for strengthening programs of guidance.
The world is concerned about manpower needs, changes in family structure, social, religious, and ideological flux. As a manifestation of this concern, there has grown within recent decades a movement toward providing a functional basis for vocational choice. There has developed a point of view, a basic orientation which recognizes the necessity of assisting young people in making realistic occupational choices which will make for the betterment of the individual citizens as well as for the society and the nation as a whole. This type of assistance has been variously called "vocational guidance", "career guidance", "employment counseling", or "youth guidance."

**Scope and Limitations**

The countries included in the study are those considered Asian by geography namely, Cambodia, Ceylon, China, India, Japan, Korea, Malaya, Philippines, Singapore, and Thailand. A few of them had participated in the 1948 study of UNESCO and the International Bureau of Education on the activities and status of school psychologists all over the world. Again, in the 1963 survey of UNESCO and IBE on the status of worldwide guidance, these Asian countries with a few more newly independent nations sent in their replies.

This study limits the guidance situation to the elementary and secondary levels. Guidance services to be considered are pupil appraisal, information-giving, counseling, placement, and follow-up. The basic assumptions and principles underlying such services are made explicit so that interested readers can understand what Asian nations are doing and what these nations are taking for granted.

---

Definition of Terms

In the context of this study, the term "guidance" is used in two ways: as process and as service. Taken as a process, it means that aspect of the educational process directly involved with assisting individuals to make realistic plans of action, to make certain decisions on those plans and to act on those decisions effectively. This broad concept of guidance follows the framework set up by the 1955 Year Book Committee which defined guidance as a "process of helping individuals through their own efforts to discover and develop their potentialities both for personal happiness and social usefulness."¹³

In the second sense, guidance is a service and as such, it is the organizational program designed to effect the guidance process. Carroll H. Miller states that guidance services refer "to those organized activities within the total school program which are intended to assist pupils with their developmental needs."¹⁴ He points out that the term as he uses it, is intended to denote organized services. Not all disconnected series of activities however well-meaning deserve the term "guidance services."

Whenever the term "educational guidance" is used, it refers to the assistance given to an individual whose main concern is an academic choice.


as that on a school or a desirable course of study. Whereas the main concern in "vocational guidance" is helping a pupil on a choice of careers. Donald E. Super's definition will be most helpful:

Vocational guidance is the process of helping a person to develop and accept an integrated and adequate picture of himself and of his role in the world of work, to test this concept against reality, and to convert it into a reality, with satisfaction to himself and benefit to society.\footnote{15}

The use of the two terms "educational guidance" and "vocational guidance" does not imply two discrete categories of guidance. They simply indicate where the pupil's main concerns are at the time the process of giving assistance begins. Certainly, one is not valid without the other.

The term "counseling" enters into discussions of guidance services since it is considered as the central activity of a systematic guidance program.\footnote{16} Tolbert's definition is sufficient to explain the use of the term in this study:

Counseling is a . . . relationship . . . in which the counselor, by means of the relationship and his special counselee . . . is helped to know himself and his present and possible future situations so that he can make use of his characteristics and potentialities in a way that is both satisfying to himself and beneficial to society, and further, can learn how to solve future problems and meet future needs.\footnote{17}


To explain the use of the term "personnel services" it is necessary to bring in the concept of the modern school in which there are three related functions: instructional, administrative, and personnel. According to Miller, the last one "as related to pupils is best thought of as a service function." In the present context "personnel services" denotes that part of the school program related to pupil accounting and regulatory services, health services, school social work, psychological services, student activities, and guidance services. As applied to the elementary and secondary levels, "personnel services" usually becomes "pupil personnel services" and "student personnel services" is reserved for colleges and universities.

General Procedures

The study starts with a presentation of the socio-economic backgrounds of each Asian country. This is done very briefly, just enough to establish or to locate the stage of economic development and thus put guidance in its proper setting in each country. This is followed by a presentation of what is being done in implementing guidance in the elementary and secondary schools in each Asian country. Collected data are broken down into the following aspects of guidance: underlying principles; organization at national and regional levels; basic services offered such as individual inventory services, testing services, information services, counseling services, and placement services.

---


19 Ibid., pp. 16-18.
services; research and evaluation procedures and training of guidance staff.
Following the individual studies of countries, a summarizing section shows an
over-all picture of what Asian countries as a whole are doing in relation to
each aspect of guidance as mentioned above. Then conclusions are made and
recommendations given for vitalizing the existing guidance practices.

Data are collected from reports of Asian Ministers of Education,
journals and publications of professional organizations of guidance workers
in respective Asian countries, reports and bulletins of United States Techni-
cal Assistance Missions, United States Educational Foundations, United States
Operations Missions, UNESCO Regional Office in Bangkok, and International Labor
Organization Technical Assistance Missions. Asian periodicals are available
at the University of Chicago's Institute of Asian studies and reports from
international organizations are with the Library of International Relations
and the Institute of International Relations Education Library, Chicago.
Copies of the reports and the papers submitted by participants at the Asian
Regional Conference on Educational and Vocational Guidance held in Tokyo from
August 28 to September 2, 1967, have been made available to the writer through
the courtesy of the Japan Vocational Guidance Association. Communications
from Asian Guidance Specialists are additional sources of data.
CHAPTER II

REVIEW OF RELATED LITERATURE

Studies concerning the guidance practices in the Asian region are limited in number. These do not deal with the whole region; they are rather concerned with the development of guidance in a particular Asian country.

India

On the guidance situation in India, H. P. Mehta published three investigations. In 1954,\(^1\) he laid out the various diagnostic features and categories encountered in vocational counseling, concluding that non-directive techniques did not work very well in India due to the authoritarian culture pattern. In 1957, his conclusions from open-ended interviews with headmasters of 25 boys' schools in one Indian city were very pessimistic.\(^2\) Most of the respondents did not appear to appreciate the value of guidance, but had only a superficial awareness of the field. The majority of the headmasters did not


appear to assume great responsibility for what happened to students after graduation. In 1961, he found out that restrictions and rigidities imposed by the state department of education constituted a real obstacle to the development of guidance.

C. W. Riddle's 1956 report on a pilot project in student guidance and counseling in Calcutta showed favorable results. He used the Differential Aptitude Battery for comparison of means between U. S. and Indian countries. Those who were counseled showed better performance than those who were not counseled.

Still on India, R. P. Singh in 1963 followed up four groups of Delta Class (Class VIII) students who had received educational guidance while in school. Those who accepted and followed the recommendations given at the guidance sessions did better in their high school examinations than those who disregarded the recommendations.

F. M. Fletcher and C. W. Riddle (1962) reported their observation about guidance in India. They stated that much of the occupational information

---


tion materials used in guidance were printed copies of American editions. Tests were often reproductions or mere translations from Western countries. A number of guidance administrators trained in the United States were engaged in actual guidance work. International assistance was received through American agencies, and through the International Labor Organization, a Swedish expert went to India to train the personnel who prepared the new National Classification of Occupations.

In 1955, Jer Dosabai Daboo made a critical survey of the existing educational, social, and economic situations in India to highlight a need for organized guidance services for the high schools in urban India. He concluded that the problem of initiating high school graduates into the world of work could be solved if guidance services were available in schools in urban centers. He then proposed a feasible plan to start such services. He suggested the training of teachers as guidance workers, changes in the curriculum of teacher training program, in-service training, and summer courses for teachers.

Khorshed A. Wadia's Guidance Movement in India gave a comprehensive and systematic account of the beginning of the guidance movement in India. It recorded the growth and progress of organized services. It discussed the types of agencies connected with the vocational guidance field. It described


the staff and organizational patterns of the State and Central Bureaus of Vocational Guidance. Existing guidance programs in the secondary schools of various States were portrayed briefly. It was noted that there was an increasing recognition on the part of educational planners of the importance of guidance services in the schools.

Perin H. Mehta and H. M. Kanade's *A Survey of School Guidance Services* (1963) was a nation-wide study designed to collect information directly from secondary schools (India) regarding their guidance activities. Results indicated that the majority of guidance activities were inadequately trained. The most common forms of guidance activities were class talks and guidance projects conducted by the guidance personnel. The main conclusion was that guidance services were sadly rare in Indian schools at the end of the Second Plan Period.

In P. H. Mehta's "Survey of Allocation Procedures at the End of the Delta Class"*, it was noted that allocation procedures were characterized by lack of knowledge of the reliability and validity of the techniques used. Follow-up information on the results of these practices were conspicuously absent. 10

---


Alan L. Grey's "The Counseling Process and Its Cultural Setting" examined the counseling process in relation to the cultural setting. In Eastern societies with a "traditional culture" pattern, the family, higher authorities, and limited economic opportunity strongly defined the conduct of the individual; kinship loyalties and other cultural imperatives played a dominant role in the self-reports of clients. Hence, Grey stated that situational guidance might be more appropriate for use in Asian countries than western-style counseling approaches which assume that the client takes the initiative for the counseling relationship and the decision-making process. Grey meant that the counselor in an Asian setting might take a benevolent and active role in assisting students with their problems. He also believed that group techniques are much to be preferred in working with the Asian students. The presence of his peer group would act as a catalytic agent and would make it easy for him to discuss his personal problems freely and frankly.

Bimaleswar De's "Recommendations of the Education Commission (1964-1966) on the Role of Guidance in Education--A Critical Study" (1967) admitted that the Recommendations of the 1964-1965 Education Commission gave greater coverage to guidance than the preceding Commission. Nevertheless, the author concluded that the Commission betrayed a lack of understanding of the basic


difference between the role and functions of a teacher and those of a counselor. Generally speaking, the Commission assumed a negative attitude toward problems related to implementation of guidance in schools. While the Commission recognized the important role of guidance services in individual development of pupils, it has not been bold enough to recommend a program of guidance in every school of India.

Srinibas Bhattachrya's "Some Problems of Allocation and Guidance in Developing Countries" (1966) observed the complex allocation procedure in developing countries (India and those in Africa). He noted that secondary education was very often in a state of flux, that it was in an experimental stage, and that there was much inequality between opportunities in different areas and people of various social status. He indicated that research was needed on the combined effects of psychological and sociological factors on educational guidance.

L. C. Singh's "The Role of the Counselor and Career Master in the School Guidance Program" (1965) defined the roles of counselor as counselor, consultant, interpreter of youth, appraiser and evaluator, teacher, and administrator. Due to limited resources available for guidance and the need for a good occupational information program in Indian schools, the career master's position was claimed to be justified. His principal role was seen as the giver of occupational information.

---


P. S. Job's "Guidance in Elementary Schools" (1964)\(^{15}\) defined the essential services of guidance needed at the elementary school level in India; individual inventory information, and placement services. It was noted that India is faced with limitations in establishing these services for elementary schools because of over-crowded classrooms, poorly-trained teachers, inadequate tests of measurements, and lack of contact between parents and teachers. The following suggestions are for future implementation of guidance programs: (1) Leadership should come from the government; (2) The responsibility of setting up guidance services should be given to experts; (3) Teacher understanding of guidance procedures and principles can be achieved through in-service training; and (4) Testing instruments adapted to Indian conditions should be developed for the elementary school level.

Thomas C. Schreck's "Counseling Theory--Some Cultural Implications" (1964)\(^{16}\) indicated that Indian students have not had adequate exposure to decision-making; Indian students are not free to make many decisions and even if free, there is some indication that Indian youth do not want to assume this responsibility. Suggestions for the client-centered counselor follow: (1) Initial stages of counseling relationship should pay some attention to defining responsibilities of client and counselor; (2) In school counseling the fact that Indian students lack experiences in decision-making and problem-solving should be taken into account; (3) Greater structuring of counseling


relationship would be necessary. This study ties in with that of Alan L. Grey's examination of the Indian cultural setting with its implications for counseling procedures.

Haridas Bhattacharyya's "Problems of Guidance in an Ancient Oriental Culture: India" (1955) studied the cultural backgrounds of guidance in India. In the study, the roots of Indian culture and education were traced back to ancient Vedic times; the origin of different castes to which later occupations were linked was discussed. Guidance is shown to have very little application in a society where occupational choice was largely determined by caste and family occupation; however, with the appearance of emancipating factors such as the development of industry, the extension of the mechanical modes of travel, the partial breakdown of food taboos, the spread of democratic ideas, Indian society was loosening its rigid ties with caste and tradition. The point is well-taken—that a study of Indian culture is a prerequisite to the establishment of guidance in India.

In the guidance aspect of testing, S. Jalota's "Intelligence Testing in India" (1965) reported that World War II boosted the use of group tests and so did the postwar trend of guidance. Between 1950 and 1960 large data were collected regarding testing and several foreign tests were adopted for use in the country. V. V. Kothurkar's Psychological Survey (1962) reported


on a psychological testing program for students in Poona City high schools. Tests were used in the Marathi language: Binet-type, Terman McNemar Mental Ability Scale, Bell Adjustment Inventory, and O'Connor Finger Dexterity. A questionnaire concerning career plans and parental discipline was added plus ratings by teachers and school marks. In general, children of socio-economically advanced classes did better on verbal measures. High percentages of poor adjustment were revealed on the Bell measure. High level of aspiration was shown by the Depressed Class Sample. Socio-economic status was found to have facilitative and inhibitory effects on psychological functions and personality adjustments.

Through its Expanded Program of Technical Assistance, the International Labor Office in its Report to the Government of India on the Progress of the Occupational Information and Youth Employment Service and Vocational Guidance Program (1958) stated that remarkable progress has been made in the understanding on the part of the staff of the principles and techniques of the programs. Promising results were noted in the implementation of the schemes. Concerning the Group Guidance Programs, the Report recommended that guidance talks to registrants at employment offices be introduced at all major exchanges in the country.

Perin N. Mehenti's "Sensitizing the Community to Guidance Programs" (1954) observed the problems and difficulties involved in making an "apathetic"

---

and tradition-bound community aware of vocational guidance. In India the group most difficult to sensitize was the parents, whether rural or urban. A possible solution to this problem, would be to tap the potential of PTA groups. B. Krishnan's "Need for Vocational and Educational Guidance at the High School Level" (1957) reported the results of a questionnaire study of high school males in the Mysore area (India). The subjects were asked about their plans for further education and career choice. Most of them preferred science training (where most of the examination failures occurred). Most of them relied on parental advice for their choice. Krishnan considered this an indication that guidance was needed in Indian secondary schools.

A. D'Costa's "Report on Educational Counseling (Streaming)" (1961) observed the results of an aptitude testing program for the placement of Class VIII pupils in Anglo-Indian schools of West Bengal, India. Results from tests were used for tracking students as well as helping the students develop vocational plans for the future.

A. A. Khatri's "Content Analysis of Essays as a Tool in Vocational and Educational Guidance of Students" (1962) recommended the use of the essay method which was considered by the author as an easy and inexpensive tool for


guidance. Subjectivity could be reduced with the addition of content analysis.

The Bureau of Psychology of Uttar Pradesh, India reported a study on the educational guidance of all pupils of Class VII in five schools of Allahabad, India. An important aspect of this study is the use of mental ability tests and achievement tests in helping pupils make choices regarding their future educational and vocational plans.

Philippines

Guidance in the Philippines has been the subject of a few studies. Epifanio Madali's 1951 study on elementary school guidance services in the Philippines revealed that guidance programs as such did not exist at all in the public elementary schools. In general, the type of guidance given was incidental and the "guidance programs" mentioned in the replies to the questionnaires were neither systematic nor comprehensive. Under the leadership of principal teachers and district supervisors, elementary school teachers and district supervisors assumed responsibilities for certain guidance functions. Since these people lacked the necessary training and education for special guidance work, it was too much to expect them to meet even the minimum requirements for a systematic guidance program.


Madali, Serion and Cortes' *Guidance in the High School*, stressed the urgent need for guidance and counseling in the Philippine secondary schools. The book was intended to be used as a guide by high school teachers who have been given responsibilities to perform certain guidance functions. Extensive coverage was given to presentation of the objectives and scope of guidance, the organization and administration of the guidance program, the essential services of guidance, the role of various school personnel in guidance, the procedures for studying individual pupils, and the means of evaluating the guidance program. The last portion devoted itself to description of certain guidance practices in different city schools of the Philippines.

In a report published in 1964, Pacific G. Allarde stated that vocational guidance was provided to boys and girls even before they were admitted to the vocational centers in the Philippines. As long as they were in school, they were assisted in solving their vocational, educational, social and personal problems through counseling. Allarde added that follow-up studies and research programs were part of the guidance service.

George Henry Bennett (1954) surveyed guidance activities in the Philippines to investigate what was being done and what needed to be done. Specifically, his purpose was to determine how the concept of guidance and

---


counseling originated in the Philippines, to define the nature and scope of current guidance and counseling practices, to determine the effectiveness of guidance and counseling, and to determine the readiness of educators to participate in programs of guidance and counseling. His findings revealed the scarcity of trained and experienced personnel workers. While teachers showed interest and enthusiasm for guidance programs, they lacked the "know-how" and the leadership to initiate and carry on such programs. The Philippine Bureau of Public Schools has since taken steps to remedy the situation.

Pertaining to counselor training in the Philippines, Bueno (1950), Trujillo (1955), and Layosa (1957) found that persons who had been assigned guidance tasks in the schools needed the necessary professional training. A few did not even have the basic courses in guidance. Noroña (1954) observed that the counselors surveyed in her study were not proficient in test administration and interpretation. Cantero (1963) made the observation that


counselors in the Manila area received a guidance training strongly oriented toward principles of guidance, psychological testing, advanced educational psychology, and research. These counselors were weak in counseling theory, practicum, and techniques.

Madali (1963) suggested ways and means of making guidance programs work in Philippine schools. Peralta (1963) pointed out the unhealthy attitudes and tendencies observable in school guidance practices. He suggested that administrators and school guidance staff review and evaluate guidance services regularly and periodically in order to detect strengths and weaknesses.

Tritz (1965) found that Filipino high school graduates were not properly assisted in making their vocational choices even though almost half of them came from schools which had guidance counselors. He expressed a need for more extensive and functional guidance in the high schools.

Ty (1965) reported the quantity and quality of evaluative and measurement tools brought out by the Instruments and Development Section of the Research, Evaluation and Guidance Division of the Bureau of Public Schools.


Manila. The tests that have been developed (mostly group tests) have been distributed to high schools. Elementary schools with good guidance programs also received copies of these tests.

A part of Fallarnie's study (1966) dealt with the role of guidance counselors in minimizing the number of drop-outs in four selected elementary schools in Manila. Guidance was ineffective for there were too few guidance workers working with children who needed guidance. Nunal's survey (1966) of common behavior problems of children in elementary grades in the Philippines revealed that home and family background constituted the major factor in children's behavior and that guidance personnel in dealing with behavior problems used such methods as interviewing parents and counseling pupils. The study recommended that teachers and guidance workers take parents roles when working with behavior cases.

Results in Toribio and Molina's study (1966) indicated that guidance counselors assisted homeroom advisers in identifying and helping potential drop-outs in Manila high schools. These guidance persons also conducted case conferences with parents and teachers. It was concluded that the action research project conducted by the Manila Public Secondary Guidance and Counsel-


Services was found effective in dealing with drop-outs. Data from Toribio and Reyes' study (1966)\textsuperscript{42} showed that the case study approach was effective in understanding and helping individuals with serious behavior problems. The guidance counselors who used this approach also included the parents in the counseling process.

Robert F. Hopkins (1967)\textsuperscript{43} stressed the interdisciplinary approach to guidance and indicated that guidance in the Philippines needs extensive research in the areas of growth and development of the Filipino child, the prevailing societal and cultural influences which determine the way a Filipino exhibits his cognitive style, the personality of the Filipino, the process of vocational development, the development of standardized educational and psychological tests, and the effectiveness of guidance programs in the country.

Milagros del Rio Villa Abrille studies "the guidance movement in the Philippine public educational system by identifying evidences of guidance concepts and practices, stated or implied, as . . . revealed in a review and analysis of literature . . . \textsuperscript{44} Significant evidences showed that the Philippine


educational objectives reflected the guidance point of view, that essential services of guidance (namely, pupil appraisal, testing, informational, counseling, placement, and follow-up) have been developed, and that attempts have been made to set up programs for guidance personnel. 45

Japan

Concerning guidance in Japan, G. L. Weaver reported in 1950 his participation in a project to formulate plans for the improvement of vocational guidance in Japan. 46 One outcome of the project was a Handbook on Vocational Guidance. He observed that at that time the Ministry of Labor did more vocational guidance than the schools. Obstacles to guidance noted were: the lowered status of women in business and industry, the limited opportunities for boys and girls to get work experience, and a surplus of unskilled labor. One promising sign for the future of guidance was the enthusiastic participation of teachers at summer institutes in order to improve their guidance skills.

Minoru Nishigaki reported in 1957 47 on apparent improvements in vocational guidance in Japan; namely, wide expansion of guidance services; rise in cooperation among various organizations in the field of labor and education; provision of vocational consultants in junior and senior high schools; and the remarkable growth of professional organizations in guidance.

Abe, et al. (1966) studied junior and senior high school graduates of northeastern Japan to determine regional characteristics when choosing socialization channels. Trend of choices was from unskilled labor to manufacturing and white-collar positions. There was a general pattern toward urbanization.

Kodama (1957) in discussing personality tests in Japan, stated that much effort was devoted toward constructing and validating suitable tests when the country found itself deficient in diagnostic testing instruments. Many of the tests developed, however, were adaptations of foreign imports. Although it has taken Japanese agencies a long time to develop these tests, they have not circulated their instruments widely indicating their limited applicability.

Pertaining to the development of intelligence tests in Japan, Ushijima (1962) reported the process of re-adaptation and re-standardization of foreign-made tests to suit conditions in the country. Standardized tests have been used in the identification of the gifted and in guidance and counseling work for effective utilization of manpower.


Tsushima (1957)\textsuperscript{51} noted that although psychotherapy is a new field in Japan, it is gaining ground; for educators see its application in guidance and counseling work in the schools. Agencies which give this kind of assistance are used as referral resources. Teachers and guidance workers refer serious cases to these agencies.

Koichi Masuda (1957)\textsuperscript{52} observed through a questionnaire study of 980 university students and 1,475 senior high school pupils that most adolescents sought counseling on their choice of school career. As they progressed in school, however, the number of those who sought counseling decreased. The family was often sought for advice, but the teacher grew in importance as the student was about to enter college. Masuda observed further that there was a recognition that teachers possess more knowledge of opportunities in higher education. In another report, Masuda (1960)\textsuperscript{53} described the growth and development of vocational guidance work in the Japanese setting. The role of the public employment services was delineated in the report.

Yoda and Hidano (1959)\textsuperscript{54} summarized the foundations of applied psychology in Japan. Pertinent to guidance and counseling is the discussion


\textsuperscript{54}Arata Yoda and Tadashi Hidano, "Development of Educational Psychology," \textit{Psychologia}, Kyoto, II (1959), pp. 137-149.
of test development activities and the survey of the child study movement, its role and theoretical foundation.

Federation of Malaya

A. K. Sabapathy's report in 1964 described certain guidance efforts in the Federation of Malaya. The training of counselors was done at ten State Centers; these were expected to conduct similar training institutes at the regional levels. A planned change was the integration of guidance and counseling in teacher training programs in order to give teachers the "know-how" to conduct guidance in all the schools.

Singapore

W. K. Yip's "Vocational Guidance in Singapore" (1966) stated that Singapore is undergoing sweeping technological and industrial changes. Singapore society is demanding higher standards of competency and responsibility. The number of school drop-outs has increased. All these factors taken together indicates an acute need for guidance services in the schools. Hence, competent authorities in Singapore have taken steps to start some form of organized vocational guidance to help students. Evidence of governmental interest is the formation of a Committee known as the Vocational Steering Committee which was established in April, 1964.


China

Chien-Pei Chiang, et al. in "Guidance in a New Ancient Land" (1966) pointed out the role of the Chinese Guidance Association in promoting guidance program in industries, schools and colleges, and in building relationships with guidance personnel in other countries. Guidance development in the schools has been made possible through the pilot school program in which a school designated as a pilot school tried out a three-year program with the assistance of the Chinese Guidance Association. After the three-year period, the pilot school was expected to help other schools establish their own guidance programs. The Association took care that developing programs were adapted to Chinese culture and tradition.

CHAPTER III

GUIDANCE IN INDIVIDUAL ASIAN COUNTRIES

Cambodia

General Background of the Country

Approximately the size of North Dakota, Cambodia is one of the smallest countries of Asia and also one of the least populated on that Continent. It proclaimed independence from the French on November 9, 1953, although negotiations for complete sovereignty went on until January, 1955. The form of government adopted is a constitutional monarchy.¹

The climate is mild and drier than the neighboring lands. The country abounds in tropical forest, about half of which are hardwoods. There is a variety of animal life as well as forest products. The Mekong River Delta and the Tonle Sap provide drainage. Although the main occupation of the land is agriculture, only one fourth of the arable land is under cultivation.²

The Khmer, or Cambodians comprise the main ethnic group. Vietnamese, Chinese, and Cham-Malays are the minority of the population. Although Khmer is

²Ibid., p. 123.
the official language, French, Chinese, Vietnamese, and English are used in the more populous areas. Most of the people profess Theravada Buddhism, but Christians, Moslems, and the followers of Confucianism can be counted among the minorities. Animism is still extensively practiced along with the other beliefs.  

Social Conditions

Most of the people live near the lakes or rivers in largely self-sufficient villages. The basic unit of social organization is the family. Women play a key role in family living and in the making of decisions the wife is on an equal footing with her husband.

By and large, the Cambodian villager regards his way of life as quite satisfactory. He is conservative. Accustomed to traditional patterns, he rarely comprehends the value of modern methods and the possibility of increasing his yield. The Buddhist belief in reincarnation provides hope for the well-being of the ordinary Cambodian.  

Although the privileges and symbols of rank are important in Cambodia, barriers to individual ambition are not rigid. Rank can be won, as well as inherited. Education, advantageous marriage, and promotion by royal decree are important stepping stones to positions of prestige. Upward mobility is thus possible for the average Cambodian in all aspects of life.

Great respect is accorded the hand of a Buddhist family by the children. A Cambodian child is taught to revere age, even in social inferiors.  

---

3 Ibid., p. 120.
5 Ibid., p. 120.
Economic Conditions

Most of the farmers are Cambodians. Virtually all government and religious leaders are Khmer. Commerce and industry are primarily in the hands of the Chinese and to a lesser degree in the hands of the Vietnamese, French and Indians. Khmers are now gaining prominence in the area of commerce particularly in rice milling. Chinese and Vietnamese dominance in economic affairs is being diminished by government action -- the nationalization of banks, insurance companies, and foreign trade. 6

Still based on an agricultural economy, Cambodia is an important producer of rice. It produces more rice than it needs. Other agricultural products include rubber, corn, pepper, soybeans, and spices. 7

Most of the country's industry revolves about the processing of rice, rubber, fish and timber. Rubber is produced by Vietnamese workers on plantations which are owned by Frenchmen. These plantations constitute the major foreign investment in Cambodia.

Other industries include a motor-vehicle assembly plant, cigarette factories, rice mills, paper and textile mills, plywood and cement factories. Livestock raising is thriving and Cambodia's fisheries are among the most profitable. Mining, however, is very limited, mainly confined to small-scale gold and gem extraction and salt and phosphate production. Mineral resources have, for the most part, not been extensively surveyed. 8

6 Ibid., p. 110.
7 Ibid., p. 126.
8 Ibid., p. 126.
The Educational System in Brief

Education in Cambodia is free at all levels. Administrative responsibility is vested in the Ministry of National Education. Primary schools come under the Directorate of Primary Education. Secondary schools are administered by two separate directorates assisted by two technical councils: the Directorate of Secondary and Higher Education which is also responsible for teacher-training; and the Directorate of Vocational and Technical Education. Certain specialized technical schools come directly under the Ministry of Public Works and the Ministry of Agriculture.9

Primary education is compulsory and is organized in two cycles each of three years. The lower cycle may also be provided in the Ecole de Pagode Renovee, a lower primary school attached to a pagoda and staffed by Buddhist monks.

The lycee provides secondary education for a period of seven years divided into two cycles. It leads to the baccalaureat. Types of secondary schools are: the lower general, technical and vocational secondary schools and teacher training schools. Private institutions which follow the same school pattern offer similar facilities for education.10

Backgrounds of Guidance

In answer to a 1963 jointly sponsored study by the International Bureau of Education and the United Nations Education, Scientific, and Cultural


10 Ibid.
Organization, Cambodia's Ministry of Education stated categorically that no vocational guidance service either public or private was available. The need for it is great, but the government has not established the problem of vocational guidance in its top priority list in spite of the fact that Recommendation No. 87 on Vocational Guidance adopted by the International Labor Organization had been communicated to member governments since 1949. This international document enjoined members to establish vocational guidance programs through cooperation of schools and other organizations.

As for educational guidance, national authorities in the country has taken preliminary steps towards full implementation of Recommendation No. 56 to the Ministries of Education concerning The Organization of Educational and Vocational Guidance adopted by the International Conference on Public Education at its XXVIth session in 1963. This standard setting instrument was communicated to member nations immediately after its adoption.

It calls upon the government to organize an educational and vocational guidance system that would ensure each child the full development of his aptitudes, the full exploitation of his capacities, and the broadening of his personality by a judicious choice of his school curriculum, and later, of his profession and trade.


The first step taken in preparation for guidance was to set up a psycho-technical section at the Directorate of Educational Services. This agency attempted to design tests determining grade level of primary and secondary school pupils. Through the services of a Japanese psycho-technical expert under the sponsorship of the Colombo Plan, the work of test design began earnestly. The continuation of the project, however, was greatly handicapped by lack of qualified personnel and lack of needed facilities to carry out the projected plans.

In Cambodia, therefore, both national education and labor officials are aware of the concept of and the need for a guidance service. They are not, however, rushing into setting up any guidance program. They would rather conduct studies first and lay the initial groundwork for it.

Ceylon

General Background of the Country

Ceylon is an island nation lying close to the southeastern tip of India. It became an independent dominion in the British Commonwealth of Nations in 1948. Although it is a small country, about the size of West Virginia, it supports a population of 10,645,000 people (1963 count).¹

Ninety-two per cent of Ceylonese belong to one of three ethnic groups—Sinhalese, Ceylon Tamils, and Indian Tamils. Of these three, the largest group is the Sinhalese, comprising about 70 per cent of the population. The physical differences of these groups are minor, but group differentiation is marked by the fact that intermarriage is frowned upon and is uncommon.²

The dominant religion is Theravada Buddhism, practiced by two-thirds of the population. Hinduism, Islamism and Christianity are in the minority. The current official language is Sinhala although Tamil and English are widely used in commerce and education.³

Social Conditions

Eighty-five per cent of all Ceylonese live in rural areas, a proportion which has changed little in recent decades. The caste system, which comes

²Ibid., p. 131.
³Ibid., p. 141.
from India, is preserved in modified form among the Sinhalese. Bonds of kinship are revered, but the marital family, rather than an extended family of blood relatives is the usual household unit. In the early days polyandry was practiced; but in recent times it is rarely found.4

Health facilities for the people have improved. Life expectancy is about 60 years for a newborn baby. The government sets aside almost 7 per cent of the national budget for public health. The various modes of travel (road, rail, waterway, air, and sea) have improved to such an extent that easy traffic of goods and services has boosted economic production resulting in a favorable balance of trade in 1962. In that year, the country had a surplus of more than 31 million dollars.5

Communication facilities (post, telephone, cable, and radio) are owned and maintained by the government. The country has ten daily newspapers with a combined circulation of less than half a million. About two thousand books were published in 1962.6

For recreation facilities, there are almost two hundred movie theaters including mobile units. No professional theater exists, although the people support the Kolam (masked folk drama) and the Kandyan dancers.7

Economic Conditions

Growing, transporting, and processing of agricultural products account for more than half of Ceylon’s gross national product.8 Major crops are tea,

4Ibid., p. 132.
5Ibid., p.145.
6Ibid., p. 144.
7Ibid., p. 144.
8Ibid.
rubber, coconuts, and rice. Exports of tea, rubber and coconuts make up about 95 per cent of the country's foreign exchange earnings. Although rice is the major crop grown in the villages, there is not enough of it to supply the island's needs. Although plantation production is generally highly organized and efficient, village production is inefficient. In the early days, Europeans controlled the plantation; at present the Ceylonese are gaining ownership of those plantations.

Besides agriculture, economic activity includes commerce (both foreign and domestic which is mainly in the hands of non-nationals), the professions, government and domestic service, and industry. Industrialization has been slow and is still of minor significance in the island's economy.9

Some economic problems facing the country are keeping food production ahead of the expanding population, maintaining a favorable balance of trade, and boosting industrial production by making use of the country's untapped natural resources. Factors in the economy such as forestry and fisheries, hydro-electric power potential, and the tourist industry have not been fully viewed as a threat but as a potential resource for development. Lack of economic planning and lack of diversified education and training are factors causing a high degree of under-employment.

The Educational System in Brief

Classified vertically, the educational system is divided into a primary stage of five years duration, a three-year junior secondary stage, a

---

9Ibid., pp. 144-145.
senior secondary stage of two to three years, and a collegiate stage of two to three years. At the end of the senior secondary level, pupils sit in their first public examination for the General Certificate in Education (ordinary level). Those who wish to enter the Universities and other institutions of higher learning must proceed to the collegiate or G.C.E. (advanced level) stage. Completion of this stage enables students to sit for the G.C.E. (Advanced Level Examination), a subject examination for selection purposes in the universities.

Horizontal classification of the educational system shows that in the first eight years of schooling there is no curricular differentiation. In the junior secondary stage, there is a variety of exploratory experience in the various fields offered to all pupils. The differentiated curricula really begin at the senior secondary stage; students may choose science, art, technical courses, or aesthetic subjects. At the Advanced Level Stage, differentiation goes further and students may elect biological science, physical sciences, languages, and social studies.

Backgrounds of Guidance

The Education Amendment Act of 1951 embodied "the idea that the school curriculum should be thought of in terms of activities and experiences rather than of knowledge to be acquired and facts to be stored." This act stated


11 Pupils may take a third year in senior secondary school and in the collegiate stage if they fail the public examinations given at the end of the second year of both stages.

that a child's secondary education should be determined by a test to be given at the end of Grade 8 and by a study of his past academic records. Those who fail to qualify for academic education should then be provided with a practical type of continued education. This examination was tried out from 1953 to 1955, and was discontinued because alternate facilities for continued education were not available to educate the rejected ones.\textsuperscript{13}

Then in 1957, vocational guidance was introduced into the schools to help pupils and their parents make use of available information leading to future vocational choices. In the following years, implementation of the program was carried out by talks, lectures, circulars, and radio broadcasts. Through these media, the public was informed of the new thinking in Ceylonese education.

\textbf{Guidance Orientations}

National education authorities consider guidance an essential service in the schools;\textsuperscript{14} it is necessary for effective training of future Ceylonese citizens; it is basic to the maximum utilization of manpower resources. At the primary stage, guidance is incorporated with the instructional program; education at this stage is guidance-oriented and primary teachers have the responsibility of bringing to light those factors which hinder maximum growth and development of children. Curriculum planners also have the duty of revising courses of study in line with the guidance point of view.

\textsuperscript{13}Ibid., p. 3.

\textsuperscript{14}Ibid.
Organizational Set-Up

The Ministry of Education has the over-all responsibility of setting up guidance services. School heads or principals provide the administrative leadership within the school system and teacher counselors carry out the program.

Basic Guidance Services

At the compulsory education level, Grades one through eight, guidance is integrated with the instructional program of the schools. There is no specialized guidance activity at the primary level from grades one through five. Pupil appraisal, however, begins during these formative years.

Pupil Inventory Service

At the primary level, schools gather information about pupils. This is considered necessary for guidance purposes at later stages. Data collection at this stage aims to determine the potential characteristics of pupils. Every child in the school has a cumulative record indicating his family background, early childhood experiences, socio-economic backgrounds, physiological characteristics, results of achievement and general ability tests, ratings of interest and personality, and past school history. Teacher observations of pupil behavior are also incorporated in each child's record.

---

15 Ibid.

16 Ibid., pp. 6-7.

17 Ibid.
For grades six through eight, teachers with special training as teacher counselors are instructed to operate a Self-Inventory Service. A graphical representation of the child's cumulative grades obtained each year is made on a card. The child keeps this card, and after three years, the three graphs obtained indicate the child's strengths and weaknesses. Other techniques encouraged for use in gathering information about pupil characteristics are scatter diagrams, sociograms, peer and self-rating scales.

At the secondary school stage, assessment of pupil ability and achievement continues and the cumulated results are used as a basis for evaluating the school's instructional and educational guidance. 18

Testing Service

There is a serious handicap in this area due to lack of valid testing instruments. To some extent teacher-counselors are using verbal and non-verbal tests of general ability. There is a verbal intelligence test in English for Ceylon children (1958) and there is also a non-verbal intelligence test for Ceylon children (1958). Standardized tests for achievement, however, are practically non-existent. Hence, a special unit within the Ministry of Education is designing new tests and refining old ones. 19

The public examinations given at the end of the tenth grade and the twelfth grade are designed for graduation certification and for purposes of selection. They determine who should proceed to the next level and who should go to vocational training schools.

18 Ibid.
19 Ibid., pp. 6-7, 15.
Information Service

For all pupils from grade eight upwards, a period is set aside every two weeks for occupational information. Occupations which interest the majority of students are studied in detail with the help of occupational pamphlets prepared and distributed by the central office or with local occupational studies conducted by students as group projects. Teacher-counselors make use of monographs which describe different aptitudes and ways of self-appraisal or self-evaluation. This practice seeks to make children aware of their assets and liabilities. Of practical value to students is the study of such aspects of seeking employment as reading the gazette notifications of job vacancies, drafting applications for such vacancies in the employment market, and conducting oneself during a job interview. 20

Bulletin boards are used for the display of occupational materials of interest to the young. Prominent people who are gainfully employed in various occupations are invited to give talks to students in the schools and to discuss with them the problems connected with finding and holding a job. As part of student activity, visits to places of work are arranged for student groups to give them a first-hand observation. Furthermore, the adoption of the work experience program in the schools permits students to know themselves better through personal experience in particular fields of work.

The Counseling Service

Opportunities for individual counseling are provided in schools where teacher-counselors are available. The regular classroom teachers are expected

20 Ibid., pp. 6-7.
to refer those pupils who are not performing maximally or are experiencing personal and social difficulties. Wherever possible, teacher-counselors call upon individual pupils, teachers, and parents for personal interviews and conferences in order to help the pupils make the most of school offerings.21

Placement and Follow-up Service

Newcomers into the labor market can find future employment by registering at government employment exchanges, by directly applying for jobs advertised in the Government Gazette and other official bulletins and in the daily newspapers, and by personal referral by individuals known to the prospective employer and employee. Voluntary organizations find jobs for the handicapped.22

Since the schools do not directly place their students in the job market, the teacher-counselors work with the prospective school leaders, individually contact those organizations which provide placement for students, and direct these student job-seekers to the State Employment Bureau, with which Ceylonese register for employment in the government service.23

Diversification of secondary education necessitates educational placement of students into various "streams."24 At this stage, students are placed

21 Ibid., p. 7.
22 Ibid., pp. 8-9.
23 Ibid.
24 The term "stream" means a specialized course of study such as an academic course, a technological course, or scientific one.
under close observation and guidance by trained teacher-counselors who will place them in various streams according to their abilities, aptitudes, interests and needs. Parent conferences are in order at this stage of schooling.

Students who do not possess the aptitudes required for success in the academic disciplines are guided into courses which give pre-training and insure the acquisition of particular skills necessary for a more intensive type of vocational training later on. At the end of regular schooling, whenever possible, the teacher counselors help these vocational students find placement in institutions and agencies which offer training necessary for vocational competencies in specific fields. 25

There is no mention of follow-up practices for guidance purposes with respect to either job placement or educational placement. In 1965 the Ministry of Education started a five-year longitudinal study of pupils who took the public examinations in chemistry, physics, and biology in December of the same year. Its primary objective is evaluation of pupil achievement in these science subjects. Factors to be followed up are the educational and vocational course of the pupils and their social and emotional adjustments. 26

The vocational training centers under the Department of Labor undertake some follow-up of their graduates to determine how many find employment after graduation. It is not explicitly stated whether or not these centers make use of their follow-up data for improving their own placement schemes. 27

25 Ibid.
Training of Guidance Workers

Prospective teacher-counselors come from the ranks of trained teachers with at least three years teaching experience and from graduates or trained graduate teachers who have a certificate from the head of the school indicating their suitability for personnel work. These persons can qualify for training as teacher-counselors. The training programs require about 100-120 hours of lectures and discussions on such subjects as Techniques of Educational and Vocational Guidance, Educational and Vocational Psychology, maintenance and use of cumulative records and occupational information. When training is completed, the trainee must take a certificate of examination given by the Department of Examinations. Success on this examination certifies the applicants to work as teacher-counselors in the schools.

In the Ministry of Education, three officers coordinate and supervise the guidance program in the schools. Their qualifications include graduate training in education as well as teaching experience. Their specific training in guidance consists of attendance at Seminars in Guidance directed by visiting American professors in Psychology.28

Professional Organization of Guidance Workers

There is no organized body of guidance workers at the national level. Persons in guidance get together in seminars, workshops, and conferences sponsored by the Educational Ministry with the aid of international organizations such as the Asia Foundation.

28Ibid., p. 16.
International Cooperation

Activity along this line is evidenced by sponsorship of programs by such agencies as the Asia Foundation, which provides financial assistance for guidance projects.\(^2^9\) As a result of international cooperation, reference books, test materials, and other guidance tools have found their way into the country.

Social Conditions

Taiwan is unique among Asian countries in having a high rate of literacy, about 90 per cent. There is a high regard for the scholar and, hence, for education. Almost all the children are in school, for free and compulsory school attendance for six years is assured for every school-age child. High school and college entrance examinations are highly competitive. Opportunities for higher education are available, but not enough to meet the demand.

Public health facilities are maintained by the government. As of 1960, there were over 400 government-operated health stations and clinics in the island. Their services plus the adoption of other health and sanitation measures have brought under control the once-common epidemics of tropical diseases. Life expectancy is now estimated at about 63 years for a newborn child.³

The Taiwanese are free from hereditary class or caste stratification. Traditionally, the "four peoples" -- scholars, farmers, artisans, and merchants were differentiated. This grouping was by occupation, however, and people freely moved about and changed social status from one generation to the next.

The typical family in Taiwan is closely knit and kinship ties are strong. Youngsters are taught filial piety, reverence for elders in the family. In the process of making important decisions young people consult the elder members of the family and generally acquiesce to their wishes.

³Ibid.
Economic Conditions

The Chinese in Taiwan enjoy one of the highest standards of living in all Asia. Per capita income estimated in 1961 was $115 with a yearly increase of four per cent. The booming economy has been the result of efficient economic planning coupled with aid that poured in from foreign countries. The island fortress has become a self-sustaining nation able to help other nations stand on their own feet.

Taiwanese economy is based on agriculture which provides employment for more than one-half of the population and forms the greater part of economic production. Agricultural production is high due to widespread land reforms, encouragement of private land ownership, and the use of scientific methods of land cultivation. Since 1961, the Gross National Product has been rising at an annual rate of 7.4 per cent.

Attempts to diversify the economy include the introduction of light industries to satisfy local consumer needs. There are manufacturing industries which process agricultural products and produce soap, textiles, fertilizers, and cement on a large scale. By 1962, almost half a million workers were employed in manufacturing which, together with mining, contributed 27 per cent in the GNP in 1963. From 1958 to 1963, the annual industrial growth ranged between 7 per cent and 14 per cent. Over the same period, the production of electricity and gas had the highest rate of expansion followed by manufacturing.

4 Ibid.
5 Ibid.
6 Ibid.
Educational System in Brief

In the Republic of China, the Ministry of Education is in charge of academic, educational, and administrative affairs. It has departments of higher education, secondary education, primary education, and professional education. Each provincial government has a Department of Education in charge of educational administration of the province, while the Education Section or Bureau of the municipality has responsibility for all educational administration at this level. 7

Higher education is provided in the universities, independent colleges, graduate schools, junior colleges, technological institutes and other professional schools, and teacher training colleges. The establishment, reform, suspension or closure of a university must be approved by the Ministry.

Compulsory school attendance is six years of primary or elementary school education. Completion of this schooling qualifies pupils to take the secondary school entrance examination. Secondary schools are of three types: general or academic, technical and vocational, and teacher training or normal schools. Education at this level has two cycles: a lower cycle of three years and an upper cycle of three years. 8 Graduation from the academic secondary schools qualifies students for admission into the institution of higher education.

---


8 Ibid.
Backgrounds of Guidance

China recognizes the role of vocational and educational guidance in implementing national policy for better and more effective utilization of human resources. There is a general awareness that educational guidance can help to discover and develop human potential; hence it is programmed on all levels in the schools. Likewise, vocational guidance is accepted as a practical means for helping people make effective occupational choices which would contribute to national progress.

The origins of the concept of guidance in Chinese schools may be traced back more than fifty years, but organized programs were developed in the latter half of the 1950's. Beginning in 1956, Taiwan's Ministry of Education sent scholars to the United States for advanced study in counseling and guidance, testing and personal services. The returning scholars, fired with enthusiasm for their mission, organized the Chinese Guidance Association and worked to make guidance as a nationwide project. Experimental programs were established in various pilot schools. In turn, these schools helped other schools to establish programs of their own. Reports state that these programs are flourishing and progressing with promising results. To stimulate and spread guidance services, the government has stepped up financial assistance. The Taiwan Provincial Department of Education is supporting the project; the Ministry of Education is assuming leadership in the expansion of experimental programs and is carrying them out at all school levels.

Guidance Principles

Guidance is seen as an integral part of education, is considered a service for all children, is based on the needs of children, and is regarded as a continuous process that should start as early as possible.10

Organizational Set-up

There is no elaborate system of organization or administration. The Taiwan Provincial Department of Education provides assistance in pilot schools guidance projects.11 Each pilot school assumes primary responsibility in carrying out a three-year experimental program. The Chinese Guidance Association acts in a consultative capacity by providing in-service training in test administration, supervision, and evaluation procedures. When the experimental period is over, the pilot school takes an active role in helping other schools develop their own programs.

The Ministry of Education is responsible for the educational and vocational guidance provided in schools. The Ministry of the Interior is responsible for the employment services.

Three agencies in China work toward the cooperation between schools and the public employment services. These are the Ministry of Education, where a commission, the National Youth Commission, is charged with insuring close interaction between curriculum and vocational education. The work of this commission is exemplified by the development of the five-year junior college and the formation of apprenticeship classes in schools and factories. The National Youth Commission seeks to provide youth with wide opportunities for

10 Ibid., p. 4.
11 Ibid., pp. 2, 6, and 8.
for employment by encouraging cooperative programs between schools and the economic sector of the community. The Commission also provides vocational guidance to help young people develop realistic concepts of work and labor and to assist them in making effective occupational choices.

Lastly, the Human Resources Committee of the Commission of International Economic Cooperation and Development arranges projects between schools and industry to provide trained people for the job market. Career books for pupils are printed to help young people make realistic choices. More cooperative activities are being worked out to bridge the gap between education and economic development.

Basic Guidance Services

Formalized programs vary from school to school and from level to level. They actually begin from the fifth grade upwards with the administration of general ability tests and diagnostic and achievement tests. 12 In the secondary stage, each high school has a special Committee for Promotion of Guidance Programs. Members of this Committee are school administrators, department heads, deans of students, class teachers, school physicians, and professional counselors. The principals head this Committee, convenes its meetings, and preside at its sessions. While school counselors are responsible for program planning and implementation, the school Committee provides support, encouragement, and policies.

Pupil Inventory Service

In the elementary schools, guidance is chiefly concerned with meeting the individual physical, social, emotional, and educational needs of children. It aims to help pupils make satisfactory adjustment to in-school life as well as to out-of-school life. A cumulative record is filled out for each child, containing factual evidence regarding his physical, mental, and personal characteristics. The record follows the child from the time he enters school until he reaches the school-leaving age. Techniques of child assessment include the observation of pupil behavior as well as the use of standardized tests to measure intelligence, knowledge of subject matter, specific skills, aptitudes, interests, and other abilities and traits of students.

In the secondary school, guidance is a continuation of what has been started in the elementary years. More tests are given to obtain additional data about pupil growth and development and to get a picture of academic progress. The results are incorporated in the cumulative records which are heavily relied upon when students are about to decide on their future vocations or occupations.

Testing Services

Tests are given for better understanding of pupil needs. Test data are used in the identification of the gifted and the retarded, the handicapped, and the emotionally-disturbed and in the special grouping of those pupils who

---

need special treatment. Test results are the basis for placement in groups for effective learning in the schools. The discovery of special talent of giftedness bears special mention; because the country has need of trained people in the scientific and technological fields.

Chinese schools continue to develop testing programs for the systematic use of tests. The contribution of the Chinese Guidance Association merits special attention since this organization assisted by institutions and testing experts has worked out a Testing Development Program. Among the tests that have been developed and are now available for use in schools, colleges and public employment centers are general ability tests, verbal and non-verbal, for elementary and secondary levels. Special aptitude tests for music and the arts are also available. There are achievement tests in primary school subjects, in junior high school algebra, geometry, chemistry, physics, and natural history. For the measurement of interest and other personality variables, the following are used -- Social Interest Inventory, Revised Thurstone's Temperament Schedule, Multiple Choice Rorschach Test, and the Revised Gordon Personal Profile.

In addition to playing a direct hand in test development, the Chinese Guidance Association has encouraged other leading institutions in Taipei to revise and re-standardize American-made tests such as the Army General Classification Test (Civilian Edition), the General Aptitude Test Battery, the Strong Vocational Interest Blank, the Flanagan Aptitude Classification Test, the Cattell Culture Free Intelligence Test, and educational achievement tests for high school students. It is assumed that such tests if given extensive study

---

14Ibid., pp. 11-12.
are adaptable to Chinese conditions and circumstances and acceptable as valid instruments for pupil appraisal.

**Information Services**

In the elementary school, orientation programs are conducted for incoming pupils to acquaint them with their new environment. The pupils in the upper-grades are given information about course offerings in the secondary school; information about the world of work is also available to them.

More specialized student services are provided at the secondary school level, especially at the crucial 9th grade when students must decide on their continued education. Further education may mean going to the academic school, the vocational school, or the five-year junior college. For those who decide to enter the job market after the 9th grade, information about job opportunities and requirements is obtained through the counselors and the subject teachers.

At the senior high school level, the college-bound students, either individually or in groups, receive information about higher education, its requirement and offerings. Students who present special needs and problems are taken aside and given individual assistance in making educational choices. The titles in the Teacher's Guidebook Series are suggestive of the guidance aspects which are emphasized in the schools. The Series carries such titles as *Vocational Guidance Handbook*, *Academic Guidance*, *The Practice of Vocational Guidance*, and *Handbook of Educational Guidance*.

Occupational information in high school is available in the form of career days, visitations to factories and industries, and visits to local

---

community agencies which provide information about job opportunities and requirements. The public employment centers work with junior high school authorities in giving vocational guidance to the graduating classes in the form of talks to introduce prospective occupations. These centers also compile data for and publish the job guide. Care is taken that the information is comprehensive enough and relevant to the school population.

Counseling Service

Individual assistance is given to pupils with special needs and problems. Whenever there is a group with similar problems, group counseling sessions are made available. At the elementary level, teachers usually have the most opportunities to identify children needing special attention. Thus, they are in a position to refer such cases to guidance workers who have had the training to provide professional assistance.

At the public employment centers, entrants into the job market are interviewed individually. Attention is focused on the job-seeker's understanding of his own abilities and interests and the requirements or demands of the occupation he wishes to enter. The Parsonian pattern of vocational guidance is the basis for the above practice in which two sets of data, namely individual analysis and occupational research become basic to guidance work.

Placement Services

Grouping of children for instructional purposes is a practice at the elementary level. Grouping may be homogeneous or heterogeneous depending on the subject matter. Fast learners and slow learners, the handicapped and the

16 Ibid.
emotionally-disturbed are assigned to special classes in which learning experiences are geared to meet their peculiar needs and problems.

Educational placement at the junior secondary level follows similar lines as that in the lower years. At the end of the 9th grade, however, placement becomes important for decisions have to be made whether students attend academic schools, vocational schools, or junior colleges. In senior high school, provision for college placement is not explicitly mentioned, but in the vocational schools, the guidance service provides not only job placement but also placement for further or advanced training in the vocations.

The public employment services provide assistance for suitable employment. Placement for apprenticeship training is accomplished through the cooperation of education and industry with the help of the Ministry of Education, the National Youth Commission, and the Human Resources Committee.

Follow-up Practices

Results of educational groupings are closely observed in the schools. Research procedures are used to determine the outcomes of educational programs through follow-up studies of school leavers. School drop-outs who never learned to read and write are now subjects of the literacy campaign which affords them vocational education as well. Other than these activities, there does not seem to be much systematic follow-up of guidance results.

17 Ibid., pp. 4-5, 8.

Training of Guidance Workers

Training for counselors in the schools of Taiwan starts on the undergraduate level and continues on the graduate level. All the junior teachers colleges in Taiwan offer courses in guidance and counseling to teacher trainees and teachers on the job.\(^{19}\) For the training of secondary school counselors, Taiwan Normal University, National Chenchi University, and National Taiwan University have counselor education courses. There is a two-year graduate study in clinical psychology or counseling psychology at Taiwan University; counseling and guidance is offered at Chenchi University or Taiwan Normal University; a five-year undergraduate study at the Department of Educational Psychology at Taiwan Normal University also provides training for guidance work. The Ministry of Education sponsors a summer workshop for counselors' in-service training through Taiwan Normal University or Chenchi University. The Chinese Guidance Association conducts in-service training for counselors.

Professional Organizations of Guidance Workers

The Chinese Guidance Association takes an active part in the guidance movement in the country. It participated in setting up experimental guidance programs in pilot schools; encouraged the development of tests and testing programs; stimulated the establishment of counselor education programs in the nation's leading universities; conducted seminars for school administrators,

teachers, and counselors; invited the cooperation of business and industry in the promotion of guidance activities; published pertinent guidance literature in the form of journals, pamphlets, and handbooks to serve as guides; and established liaison with the Asia Foundation, the United States Government, the American Personnel and Guidance Association, and the National Association for Foreign Students Advisors in America for the exchange of information on subjects related to guidance.  

The Chinese Testing Association, and the three leading universities, have assumed the responsibility of developing test instruments suitable for use in Chinese schools. This work includes the revision and the restandardization of earlier and western-type tests. 

International Cooperation in Guidance

Through the technical assistance program of UNESCO, Mr. Jack Green, a vocational guidance expert, spent a year, 1965-1966, in Taiwan to help the government develop a scheme of vocational guidance. The project which he completed in a year is now adapted in a nationwide project. 

In 1963, the Chinese Guidance Association was delegated by the Ministry of Education to train educators from Vietnam. The training program consisted of educational and vocational counseling and psychological testing appropriate to the needs of Vietnam. In 1965, the Ministry of Education in agreement with the State Department of the United States arranged for a summer
seminar in guidance. The United States Government asked the East-West Center in Hawaii to conduct the seminar; thus Dr. Gilbert Wrenn and Dr. Lawrence Brammer were sent to Taipei to help in directing the program.22

In the field of publication exchange, the Chinese Guidance Association has made arrangements with the American Personnel and Guidance Association, the Education Office of the Hawaiian State Government, and the National Association of Foreign Students Advisors, Visitors from Belgium and such Asian countries as Malaysia, Thailand, Hong Kong, and Japan received information on the promotion of guidance programs in the schools, on developing testing materials, and publication of guidance literature. A delegate from the Chinese Guidance Association visited Asian and American universities to promote better understanding and closer relations in the guidance field.

22 Ibid., pp. 13-14.
India

General Background of the Country

Independence from colonial rule was gained by India on August 15, 1947.¹ British rule ended with the partition of India into the Indian Union and Pakistan. On January 26, 1950, India became a sovereign democratic republic with the adoption of its Constitution. It is now a union of 17 states and ten union territories.²

With an area one-third the size of the United States, India must support a population of about 480 million people (1965 estimate).³ Although it is a land of many languages and many faiths, diversity does not endanger national unity, which becomes more evident as the country faces social and economic changes brought in the wake of industrialization. People from rural areas move to urban centers seeking employment; national projects and new opportunities for education induce villagers to leave their birthplace; in the process, they come into contact with people of different customs and languages in other states causing an intermingling of a variety of cultures and changing the Indian way of life.⁴


³Vera Michele Dean, p. 257.

⁴Ibid., p. 221.
There are 845 known languages and dialects in use. Hindi, which is understood by about 40 per cent of the population, is the official language, but English may be used until 1975 for official purposes.\(^5\) Hinduism and Islam are the major faiths in the country; Buddhists and Christians are in the minority.

Since social and economic changes are determined largely by the expansion of educational opportunities, the Union government has concerned itself with universal education. Each State government has primary responsibility for education.\(^6\) The basic educational problem is to increase literacy as rapidly as possible, which is a meager 24 per cent for the total population, and even worse among women.\(^7\) The communications media (radio, television, and the press) are widely developed and are a great aid in the literacy campaign and in popularizing new ideas and practices.

**Social Conditions**

Indians come from a number of ethnic groups. The Indians of Dravidian descent live in the south and those of Indo-European heritage in the north. Some mountain groups are Tibetan in origin and others are related to groups in Burma and other areas of Southeast Asia.\(^8\)

\(^5\) Ibid., pp. 216-219.

\(^6\) Ibid., p. 226.

\(^7\) S. H. Steinberg, p. 378.

\(^8\) Vera Michele Dean, p. 258.
Indian social organization is complex. It ranges from the simple tribe which is an endogamous group or from a strictly localized group such as a village or simple hunting group, to an organized system in which castes are arranged according to their order of "purity". This is determined by history and tradition and is related to economic, racial, or political factors. The family still the primary unit of social organization and kinship, whether matrilineal or patrilineal, is associated with the clan system. The whole social structure is highly stratified and authoritarian.

The caste system is the dominant factor in the ordinary Hindu's life. A caste is an endogamous group or a collection of endogamous groups having the same name and the same traditional occupations. They are also linked together by such factors as: the tradition of a common origin, possession of the same tutelary deity, similarity in social status, ceremonial observances, and family priests. They regard themselves as belonging to a single homogeneous community and are so regarded by others.

The Indian caste system, which dates back to the early days of the country's history, has four main castes: priests, or Brahmins; kings, princes, and warriors, or Kshatriyas; landowners and merchants, or Vaishyas; peasants and (in recent times) factory workers, or Sudras.

The unusual feature of this system, however, is the presence of outcastes (pariahs) or "untouchables." These earn their living by doing the menial jobs considered unclean by the castes. They are not supposed to come in

---


10Ibid.
contact with "clean" people. By custom and tradition, this ruling is strictly defined and rigidly enforced.\(^{11}\) The principle of separation holds not only between castes and outcastes, but also among the different castes and sub-circles of the same caste. A strong endogamy still exists, with religious and social sanctions if violated; and the whole caste system emphasizes the differences among groups.\(^{12}\)

There is a tendency, however, to abolish the rigid distinctions among groups. The Constitution of 1950 abolished "untouchability" and outlawed its practice in any form.\(^{13}\) The problem of castes and outcastes is far from being solved but former outcastes have the support of the law and their government has taken steps to better their positions in life.

Another of India's problems is its rapidly expanding population. The current increase of India's population is 2.3 per cent a year. Considering that the population in 1965 was estimated at 471 million, a yearly growth of 2.3 per cent is like adding annually to India Tokyo's population of ten million. The associated problems of feeding these millions and educating them has offset India's otherwise favorable economic growth. The recurrent food shortage in the country is a prime result of this over-population. Although the government had taken steps to propagate birth control measures, these have proved inadequate due to lack of modern medical facilities.\(^{14}\)

\(^{11}\) Vera Micheles Dean, p. 222.


\(^{13}\) Vera Micheles Dean, p. 225.

\(^{14}\) Ibid., pp. 213-214.
Economic Conditions

Primitive agriculture still dominates India's economy. Almost half of the country's national income (46.8 per cent) is derived from agriculture and allied occupations, which employs nearly three-fourths of its working force. Only 40 per cent of the land is under cultivation. The fertility of the land, except where it is protected by irrigation systems, is largely determined by the adequacy and timeliness of the monsoon rains. If these fail, then acres of land yield little or no harvest, agricultural workers and petty farmers are left idle, and famine results. The problem is further complicated when richer states hoard their grain harvest to command better prices. The only remedy is for the Union Government to import grain from the western countries.  

The economy of India is neither entirely controlled by the State nor entirely controlled by private owners. However, the industrial policy of the Indian government is to further a socialist pattern of society. Thus, railways, air transport, armaments and atomic energy are government monopolies. The government sets up new units in ship-building, the mining of coal, iron and manganese ores, gypsum, gold and diamonds, the manufacture of iron and steel products and mineral oils.  

After agriculture, the most important indigenous industry is weaving cotton cloth, followed by silk rearing, silk weaving, shawl and carpet making,  

---

wood carving, and metal working. There are over 9,000 factories. Steel production and petroleum production are in progress. Livestock raising, fisheries and mining are currently expanding. Two nuclear reactors are in operation.17

The Educational System in Brief

Primary education of seven years generally begins when the child is about five or six years old. The last three years of the primary education are also included in the high schools which give secondary education. Including these three years, the secondary education goes on for seven years. For a total period of 11 years the primary and secondary education is completed. After high school, a student can go to the university and obtain a degree in four years. The Master's degree is granted after two more years of schooling and the doctor's degree requires at least two years of research work unless an individual applies directly for a doctor's degree after his bachelor's without going through a master's program. Students who wish to get into the professional fields can do so after two years of college study. In some States high school education has been upgraded and is called higher secondary education; it can also be completed in 11 years.18

In the secondary stage some branching has been developed. Schools providing education in different branches are called Multi-purpose High Schools or Higher Secondary Schools if they follow the upgraded syllabus.19 A student

17Ibid.
19Ibid.
is required to join one stream during the last three years of his multi-purpose school career. The streams available in the Higher Secondary Schools are as follows: Humanities, Science, Technical, Agricultural, Home Science, and Fine Arts. After completing a particular stream a student joins the professional college in Engineering, Medicine, and Fine Arts.

Choice points in the educational ladder are Class VIII and Class XI. Class VIII is terminal for students who do not proceed to the higher secondary schools and Class XI is terminal for students who do not wish to pursue a college career. For terminal students at these points, job placement services are available at the various employment exchanges under the Ministry of Labor. They can also apply for training at vocational schools which are currently called Industrial Training Institutes.

Backgrounds of Guidance

The guidance movement in India may be said to be in its infancy. Credit is given the University of Calcutta for establishing in 1938 an Applied Psychology section in its Department of Psychology. This new branch of research was under the direction of Dr. G. S. Bose and it aimed "to conduct research in the field of vocational and educational guidance and psychological tests." Its work included the adaptation of American and European psycholo-

20 Ibid.


gical tests and the determination of tentative norms for different age groups. In 1939 it began giving guidance to students. It was the first institution of its kind to do some work in the field of occupational information. It analyzed certain jobs and classified major occupations into four groups according to the intelligence and ability levels required.\(^\text{23}\)

After the experience at the University of Calcutta, guidance came to be recognized as an important activity in individual development and in effective use of manpower resources. Private and government agencies developed organized services although on a limited scale. The Baltiboi Vocational Guidance Bureau formed in Bombay in 1941, which existed only for six years, introduced the concept of scientific guidance and aptitude testing.\(^\text{24}\)

Patna University with its Department of Psychological Services and Research in 1945 broadened the concept of guidance to include assistance in solving personal and social problems of students.\(^\text{25}\) Although not all students were reached by the service, it nevertheless brought out a basic dimension of guidance.

In 1947 the Parsi Panchayat Vocational Guidance Bureau in Bombay, was set up. It organized the first career conference, conducted the first training course for career masters in cooperation with the Indian Institute and the Headmasters' Association of Bombay. Its publication, Journal of Vocational and Educational Guidance, provided the guidance movement with a vehicle for the

\(^{23}\text{Ibid.}\)

\(^{24}\text{Ibid., p. 4.}\)

\(^{25}\text{Ibid.}\)
communication of ideas concerning the theory and practice of guidance. In addition, the Parsi Panchayat Bureau pioneered in conducting guidance programs in selected schools of the city of Bombay.\(^{26}\) Unfortunately, it had to close down within a few years. The publication of the *Journal* was taken over by the All-India Association of Vocational and Educational Guidance.\(^{27}\)

Also in 1947, the Government of Uttar Pradesh established the Bureau of Psychology at Allahabad. This marked the first time that a State Government showed its interest in guidance. At last, the contribution that guidance can make toward achieving the goals of education had been recognized by a State authority. The State Bureau aimed to provide educational and vocational guidance not only to all those attending the schools of the State but also to all others in the public community. In addition to this State Bureau, five regional or district bureaus were established to conduct guidance programs in the schools.\(^{28}\)

Next to the State of Uttar Pradesh the Government of Maharashtra (formerly Bombay) gave recognition to the guidance movement by creating a Vocational Guidance Bureau in 1950. Since 1957, this has been known as the Institute of Vocational Guidance. Its work involves research, test construction and adaptation, individual guidance, selection and training of guidance personnel.

\(^{26}\) Ibid., p. 5.


\(^{28}\) Khorshed A. Wadia, p. 6.
It places emphasis, however, on the collection and dissemination of occupational information. At the time, this contribution was significant for the guidance field then pre-occupied with psychological tests. Another achievement of this agency is its training program for guidance workers. It can claim to have trained the largest number of personnel workers. 29

The Vocational Guidance Association of Bombay was officially formed in 1952. Through this group, individuals and agencies doing guidance work had a chance to meet and discuss the issues and problems which faced them. The interchange of ideas and opinion helped them to coordinate their efforts to achieve their common goal -- the maximum vocational development of the Indian youth. The regular gatherings also served to popularize the guidance movement, thereby gaining more adherents, advocates, and spokesmen for the cause of guidance. Indeed, Maharashtra's State Bureau did much to make the public guidance-conscious. 30

In March of 1953, an All-India guidance seminar was held at the Central Institute of Education, Delhi. It was sponsored by the Ministry of Education and was under the leadership of Dr. W. L. Barnette, Jr., a visiting Fullbright Professor from the United States. This gathering of guidance workers from all over the country represented the first coordinated efforts toward organizing guidance activities on a national scale. Discussions and deliberations at this meeting made authorities aware of their common problems. It was then decided to hold a second seminar. The following year at the Second

29 Ibid., pp. 6-7.

30 Ibid., p. 7.
Educational and Vocational Guidance at the Central Institute of Education, a decision was made to form an All-India Educational and Vocational Guidance Association and to affiliate it with the International Association for Vocational Guidance. It was not until two years later that the Association was officially formed. Since then it has met annually at various cities and it has taken over the publication of the Journal of Educational and Vocational Guidance which the Vocational Guidance Bureau of the Parsi Panchayat Funds and Properties, Bombay, had edited and published for two years, 1954 and 1955.31 Thus, the All-India Educational and Vocational Guidance Association had from its very beginning an organ which became the mouthpiece of the Association.

More recent nationwide efforts include the first Conference of Heads of Government Bureaus of Guidance convened by the Central Bureau of Educational and Vocational Guidance in August, 1960. Governmental support for the establishment of state-wide guidance services was in evidence with the creation of the office of the Central Bureau of Educational and Vocational Guidance in October, 1954. Its role in the rapid growth in the number of State Bureaus is summarized in the following words of Khorshed A. Wadia:

The (guidance) movement assumed an All-India character when in October, 1954 the Government of India, Ministry of Education, established the Central Bureau of Educational and Vocational Guidance at Delhi and offered financial assistance to the various State Governments for the purpose of setting up bureaus of guidance or expanding the existing ones.32

---

31 Ibid., p. 8.
32 Khorshed A. Wadia, p. 9.
A number of States made use of this offer so that after 1955 eleven State Bureaus and three sub-bureaus have been established. The Central Government also offered the same kind of assistance to private educational or research institutions and social welfare agencies resulting in the establishment of fourteen private agencies as of June, 1962.  

Discussion of the background of guidance in India would not be complete without mentioning the development of guidance in the National Employment Service of the Ministry of Labor. The Shiva Rao Committee on the reorganization of the employment and training organization had recommended that vocational guidance and employment counseling be introduced as one of the programs. To implement that recommendation, the headquarters of the National Employment Service in the Directorate-General of Employment and Training has a Vocational Guidance Unit and the 95 Employment Exchanges in the country have Vocational Guidance Sections. To avoid duplication of efforts, the Ministry of Education and the Ministry of Labor and Employment have worked out a cooperative relationship. They reached an agreement concerning the division of responsibility for the provision of guidance services. For smoother relations between Labor and Education Ministries, the Central Coordination Committee for Vocational Guidance and Employment Counseling was formed at central headquarters and at the state level, State Coordination Committee are doing the liaison work. Aside from providing assistance to individuals, the National Employment Service collects employment market information and publishes occupational information materials which are valuable tools for guidance purposes.  

---

33 Ibid., pp. 9-10.  
34 Ibid., p. 10.
Almost all the States in India have started some guidance activity of one form or another. The Labor Department has employed Vocational Guidance Officers in the Employment Exchange and the Education Department has started Vocational Guidance Bureaus except in the State of Madras. Even the Bombay Municipal Corporation, which mainly looks after Primary Education in Bombay, has now created the post of Guidance Officer for the Municipal Primary Schools. Although a small beginning has been made in all the fields of education, namely, the primary, the secondary, and the university, secondary education still leads the field by far. Compared to actual needs, however, the development in all the fields is still very small. Industrial firms have started using psychological tests for screening purposes with the help of the Government Guidance Bureau or other professional agencies doing this kind of work. None of the industries has as yet started counseling services for their workers. Hence, the guidance situation in India can be succinctly described in these words:

... the importance of guidance has now been realized in all the concerned fields like education, labor, etc.; however, its stage can be still described as the "stage of awareness" because so far large amounts of funds are not being allocated for the development of the guidance activities.

Guidance Orientations

Guidance literature in India indicates that guidance services in the country are operating on certain basic assumptions. The avowed aim of school

---

35 G. H. Nafde, p. 2.

36 Ibid.

37 Ibid.
guidance services in the country is "the maximum development of the individual's abilities, interests and personality and his adjustment in all areas of living."\(^{38}\) This aim is certainly based on a belief in the dignity and worth of the individual. India has accepted the democratic ideal which holds that man possesses certain freedom; that man is born with certain needs which society must help satisfy; that man has certain capacities which society must help develop. Hence, man is improvable and to the degree that he has developed himself, to that degree he will find personal fulfillment and to that degree society will benefit. Personal development and manpower utilization are not seen as antithetical; they are not incompatible.\(^{39}\)

The working principles upon which guidance programs in India are based are:

1. Guidance is developmental and continuous. It should start from the time a child begins schooling and continue for sometime after he leaves school.

2. Guidance is a process so that tests, the dissemination of occupational information, and cumulative records do not constitute the guidance process per se; these are, however, a group of activities which can be used for guidance purposes.

3. Guidance is based upon the fact of human need.

4. Guidance must recognize individual differences; and within an individual person, variations and inconsistencies must be expected.

\(^{38}\) Khorshed A. Wadia, p. 19

5. Faith in the individual's right to manage his affairs on his own is a basic principle of guidance.

6. Guidance is an integral part of education and is inherent in the very objective of education.

7. The philosophy of guidance should permeate the total school program or system.

8. Guidance is a cooperative enterprise and not a one-man crusade. 40

Organizational Set-up

Varying from state to state, region to region, and from school to school, organization is largely determined by the availability of trained personnel and the willingness of the State Department of Education to finance guidance programs.

At the national level, the Ministry of Education's Central Bureau of Educational and Vocational Guidance was established in 1954 originally as a section of the Ministry's Secondary Education Division. Then in 1960 it came under the administrative control of the Central Institute of Education. A year later, it became a unit of the National Institute of Education directly under the control of the National Council of Educational Research and Training. 41

At the State level, the various State Department of Education have set up Bureaus of Educational and Vocational Guidance. Their organizational and staff patterns range from the most elaborate one set up by the State of Uttar Pradesh to the simple ones of Orissa and Punjab. Four of the State

---

40 Ibid.

41 Khorshed A. Wadia, Guidance Movement in India, p. 17.
Bureaus are attached to training colleges while functioning as State Bureaus of Guidance. 42

The State Bureaus of Guidance take care of providing guidance services in the schools. As of 1963, in the State of Assam, no guidance program as such had actually been started but the State Bureau cooperates with the Youth Employment Service and arranges a series of talks on careers for students in a few high schools. The State of Andhra Pradesh introduced a program of guidance in its multi-purpose schools from the beginning of the school year 1960-1961. Teachers who have been trained either as counselors or career masters by the State Bureau carry out the program. One period per week is set aside for guidance programs. This is a directive from the State Department of Education to all Heads of Multi-purpose Schools. In the State of Bihar, guidance programs have been introduced in government and non-government schools. Counselor and teacher-counselor positions are appointive and the government has encouraged expansion by provision of facilities for counselor training as well as grants in aid in the form of full-scale salaries for teachers undergoing training.

In the State of Madhya Pradesh, some multipurpose schools have appointed career masters to provide occupational orientation. The State Bureau conducts group guidance each year in some local schools. It provides technical assistance and supervises guidance programs operating in the schools. In the State of Maharashtra, secondary schools appoint career masters who devote one period per week in Class X to the dissemination of occupational information; or they may assign teacher counselors who divide their time between teaching and giving

---

42 Ibid., pp. 15-17.
guidance; full time school counselors are generally appointed in multi-purpose schools. The State Bureaus of Mysore and Orissa train career masters who perform guidance functions in the schools such as providing occupational information. In the State of Rajasthan, the staff of the Bureau conducts the group guidance programs for some schools. The State Bureau of Uttar Pradesh and the district psychological centers provide guidance on a group as well as individual basis. The reports of individual cases are sent to the principals and through them to the parents. 43

Basic Guidance Services

The following services are indicated in the guidance literature from India:

Pupil Inventory Service

Cumulative records are made of every child's abilities, interests, achievements in school, health, home background, special difficulties, and behavior. From time to time older children are asked to write self-reports and to fill out questionnaire forms. These are kept in each student's folder. The responsibility for maintaining personnel records is usually given to teachers, rarely to guidance personnel alone, although in some schools the maintenance of the records is a cooperative undertaking of guidance personnel and teachers. 44

43 Ibid.

Accurate recording of information about the client, and encouraging its use for the client's welfare are important responsibilities of the guidance workers but are not always adequately discharged. In India, observation as an appraisal technique is not frequently employed; the reason usually offered is that the teacher or the guidance worker has such large number of students with which to work that he does not have the opportunity to observe them individually. There is also lack of appreciation of its importance and lack of training in its use.  

**Testing Services**

The psychological tests in use are generally adaptations of foreign-made instruments. There is V. Kamat’s adaptation of Binet’s Test in the Gujarati language. Sixteen group tests are commonly used; some of these have been developed in the country in the Marathi and Gujarati languages such as Desai’s Group Test of Intelligence and the Institute of Vocational Guidance Scholastic Aptitude Test for High Schools. Other tests are adaptations of foreign-made tests such as the Differential Aptitude Tests of Abstract Reasoning and Bell’s Adjustment Inventory.

The Institute of Vocational Guidance which is a state level institute of the State Government engages in Psychological testing which is mainly done for counseling purposes in the vocational guidance department. At present there are about 21 tests which have local norms. There are six tests which are ready for use. These tests are mainly in the areas of intelligence and

---


46 G. H. Nafde, p. 11.
aptitude. There is not much progress in the field of personality and interests although adaptations of western instruments or inventories are presently used. There is a non-verbal pictorial interest test constructed by one of the Indian psychologists. 47

The employment exchange in Bombay has started using tests with the help of the Institute of Vocational Guidance. An intelligence test and a clerical aptitude test are generally used. In some cases, other tests are also needed. 48

There is a good deal of enthusiasm for the use of tests. Unfortunately, there are very few good tests available for use in the country because their predictive validities have for the most part not been demonstrated, and the wide variation in economic and cultural conditions prevailing among different groups further restrict the applicability of these tests. 49

The Information Service

The activities which constitute this service are: class talks or projects conducted by guidance personnel, lectures by guest speakers, visits to places of work, career conferences, providing one period per week for vocational guidance in the time-table of the "last-but-one" class of the high school,

48Ibid.
giving out monographs, pamphlets, and leaflets such as "Guide to Careers." The National Classification of Occupations is a source of information about various jobs in India.  

The Occupational Information Service in the Employment Exchange consists of an invitational talk which is given by the Vocational Guidance Officer to the new group of youths. (Youth, in the terminology of the Directorate of Labor, is one new to the employment market or one who does not have any kind of regular job experience.) The talk includes employment market information about the various training facilities, apprenticeships, shortages and surpluses.

The Counseling Service

The 1963 survey of School Guidance Services revealed that most schools which offer a guidance program organized by a guidance person (counselor, teacher-counselor, or career master) give greater emphasis to guidance activities in Classes VIII and X. Counseling interviews with pupils and parents are more frequent in Class VIII than at any other level. In the Indian educational set-up, problems of curricular choice become a reality at the end of the Delta Class or Class VIII.

---


51 G. H. Nafde, p. 5.

The District Psychological Centers of Uttar Pradesh get individual cases referred by schools in the area. After working on an individual case, a Center makes a report to the principal and through him to the parents of the child. 53

The Employment Exchange extends individual counseling to youths who register for job placement. This is restricted to a small number, however. The youths approaching the employment exchanges are generally keen only on getting jobs. They do not have the mental set for receiving guidance. The Vocational Guidance Officer who unfortunately cannot provide a job for everyone immediately, therefore, faces great difficulty in handling youths. 54

Training of the Guidance Staff

Before 1952, when the State Guidance Department had not yet started the training of guidance workers for high schools, a training course was conducted by a private agency. After 1952, the State Government started the training of Career Masters (a three-week course for the trained graduates) with a view to enabling them to organize effective Occupational Information Services in the Schools. At present the State has about 900 Career Masters in about 500 schools; that is, about 20 per cent of the schools have Career Masters on their staffs. About 50 schools have counseling services in the State. 55

In 1955 the State Government started a one-year Diploma Course in Vocational Guidance for training the school counselors and teacher-counselors.

---

53 Khorshed A. Wadia, Guidance Movement in India, p. 36.

54 G. H. Nafde, pp. 5-6.

55 Ibid., p. 3.
The former are full-time guidance workers while the later mainly do teaching and spend a part of their time on the guidance activity. After their training, these counselors are expected to do counseling, psychological testing for guidance and selection, and to construct achievement tests, if necessary, for selecting students for the different branches of multi-purpose schools. 56

With the rising guidance consciousness and with the mounting figures of the educated unemployed on one hand and the shortage of qualified persons in the fields of engineering, stenography, technology, on the other, it was felt necessary to organize some guidance service for the Youth registered at the employment exchanges. In 1956, a separate unit of Vocational Guidance and Employment Counseling was attached to the Directorate General of Employment Counseling, Delhi. This unit trained Vocational Guidance Officers for the employment exchanges. At present nineteen employment exchanges in the State have Vocational Guidance Units. 57

Professional Organization of Guidance Workers

The All-India Educational and Vocational Guidance Association was founded in February, 1956. It has the following objectives:

1. To coordinate educational and vocational guidance activities all over India and to maintain standards in the guidance programs of the schools;

2. To promote public consciousness in matters pertaining guidance;

3. To consolidate and further guidance in general and educational and vocational guidance in particular;

56 Ibid., pp. 3-4.
57 Ibid., p. 5.
4. To bring together periodically workers in the field of guidance in the country and to take necessary steps for the exchange of ideas, information, research work and the like in the field; and

5. To undertake any other activity in furtherance of guidance in India.\(^5^8\)

It has been mentioned earlier that the All-India Association took over the publication of the *Journal of Vocational and Educational Guidance*. Since its formation, it has confined itself mainly to holding annual conferences and publishing the Journal. It has endeavored to formulate standards particularly with respect to guidance personnel and guidance practices, and these have been embodied in the various recommendations made at the annual meetings. By way of research, it undertook an All-India study on guidance needs of college students and another All-India study on allocation procedures adopted at the Delta Class of high and higher secondary schools in the country.\(^5^9\)

Some of the recommendations acted upon by the Association are those concerning organization of guidance services in the country, guidance personnel and their training, development of psychological tests, development of occupational information literature, guidance and student personnel services at University and college levels, guidance and related services for the physically and mentally handicapped, promotion of research and guidance.\(^6^0\)

---


International Cooperation

UNESCO experts work closely with the National Council of Educational Research and Training, Delhi. They extend professional help not only to the Central Government but also to the State Governments.

Persons to be trained in vocational guidance are sent by the Indian Government to the United States and the United Kingdom. Grants and scholarships are granted by both colleges and universities in foreign countries and by private foundations.61

---

61 G. H. Nafde, p. 10.
Japan

General Background of the Country

Japan is the only Asian country that has achieved a high degree of economic development. Devastated at the end of World War II, Japan's speedy recovery and progress are all the more phenomenal. Today, she is emerging as a leader in Asian affairs, helping her less developed neighbors with their educational, social and economic programs.

Social Conditions

With a population close to 100 million (estimated in late 1964) on a land area slightly less than the State of Montana, Japan is one of the world's densely populated areas. At present over half of the people are urbanites and this situation is largely due to the rapid pace of industrialization which causes rural folk to flock to the cities to fill new jobs in the newly created factories and plants. There are several urban centers in the country the chief of which is Tokyo, the capital city, with about 10,000,000 estimated population.

The Japanese are a homogeneous group culturally and linguistically. Aboriginal inhabitants, the Ainus, still exist in the northern part of the country, but the long process of cultural assimilation since early times has so diluted ethnic differences that only vestiges of the Ainus' distinctive customs remain.

---

Religion assumes an important role in the Japanese way of life. Shinto shrines become the centers for the celebration of birthdays, harvest festivals, and general village festivities. Only Buddhism claims a bigger following although the usual faith is a mixture of the two. Japanese Christians number less than one per cent of the population.\(^2\)

Japan's social structure is unique in all Asia in the sense that it has a large middle class. The family remains the basic unit of society and although parental authority is declining, its influence is still felt. As guaranteed by the constitution, young people have the freedom to choose their marriage partners, but marriage brokers still persist in plying their trade. The status of women has improved since the post-War era; they are now on equal footing with men.\(^3\)

Although kinship organizations have disappeared, the job applicant with the right family connections has the advantage over the others. Patronage holds the key to social, economic, and political success.

Present-day Japanese have acquired Western tastes in food, clothing, art, music, literature, and social life. Modern electrical appliances and electronic devices have found their way into Japanese homes. Apartment housing in areas surrounding large cities is being developed. With the adoption of Western patterns of life, the strong social ties of the past are gradually disintegrating, thereby intensifying the position and role of the individual.

\(^2\) Ibid., p. 299.

\(^3\) Ibid., p. 271.
Economic Conditions

Manufacturing, processing, agriculture, and fisheries constitute the main sources of income. Output from industrial production continues to rise in spite of the fact that almost all raw materials have to be imported from foreign countries. Trade with other nations is imperative in order to sell her manufactured goods and to buy raw materials to keep her industries supplied.

Modernization of farming methods has reduced the agricultural labor force and increased the yield per acre of cultivated land. A rapid pace of automation has been maintained without causing widespread unemployment. With sound planning, Japan has built herself up into one of the major industrial powers of the world.

The Educational System in Brief

Pre-university education is on four levels: Kindergarten or preschool education is provided for children below the compulsory attendance age; primary education for a period of six years and the lower secondary stage of three years constitute the compulsory education stage in Japan. By Law, pupils stay in school till they reach the age of 15 years. When they graduate from 12th grade, they may directly seek employment, or go to a vocational training school, or proceed to the next level, the upper secondary school, for a period of three years. If pupils at this stage express a desire to get a university education, they may apply for testing services and the Educational Test

---

4Ibid., p. 278.

Research Institute has a battery of tests for senior high school students seeking admission into the universities and colleges. Institutions of higher learning make use of the Institute's test results primarily for screening purposes.

Backgrounds of Guidance

Vocational guidance was initiated before World War II. Assistance was given to elementary school pupils (up to age 14) seeking immediate employment upon graduation. Although testing and information-giving services were made available, the emphasis was really on placement.

During the years following World War II, vocational guidance workers focused their attention on junior high school students (13 - 15 years of age). Again attention was on the placement aspect of the service. At this time, the place of vocational guidance in the scheme of education needed re-thinking. There were those who realized that vocational guidance must go beyond mere placement due to the expansion of educational facilities, and the changing nature of the employment market. Vocational guidance came to be viewed as a possibility in solving juvenile delinquency. At the same time, guidance opened its eyes to the needs of the physically handicapped, the middle-aged and the aged.6

Guidance Orientations

The School Education Law of 1947 specified the role of vocational guidance in secondary education as the development of the student's ability to

make choices in terms of a lifetime career. Since then the Ministry of Education has formulated guidelines for enhancing school guidance practices.

Among school officials in Japan there is a consensus that guidance services are necessary in the school setting; their functions are distributive, adjustive, and developmental. Guidance is distributive for it allocates young people in the employment market, adjustive for it helps the newly-employed get oriented in his occupational environment, and developmental for it opens up and offers various alternatives for self-directed growth.

It is generally accepted in Japanese schools that guidance is for all pupils; it should be systematic and continuous; it is predicated on self-knowledge of the environment; guidance in each instance is individual and personal.

Organizational Set-up.

When guidance activities are conducted by such institutions as the Child Welfare Center, the Adult Education Center, rehabilitation centers, and industrial-commercial enterprises, responsibility rests with the respective agencies. The Ministry of Education has overall leadership functions in matters pertaining to guidance in the schools. The central office sets up policies and guidelines to be followed by the schools and provides subsidies for pilot schools to operate vocational guidance services, but leaves it to individual schools to carry on and implement guidance.

---

7 Osao Mizutani, "Educational and Vocational Guidance in the School Setting" pp. 32-33.
8 Ibid., pp. 34-39.
9 Ibid., p. 30.
The Ministry of Labor administers and supervises the vocational guidance activities in employment offices.

Basic Guidance Services

As much as possible guidance is given within the framework of the total curriculum. Teacher-counselors appointed by the local boards of education in each school provide technical leadership and encourage the cooperation of the whole staff of the school.\(^\text{10}\) Whenever outside help is needed, vocational guidance officers from the local government employment office may come to the schools in a consultative capacity and talk with parents, teachers, and students.

The Pupil Inventory Service

Information about students is obtained through the use of psychological tests, observations, autobiographies, diaries, physical examination, and personal interviews. Collected data such as aptitudes and abilities of students, their interests and achievements, their physical health and family circumstances -- all these are used for guidance background. The student academic records kept by the individual schools are readily available for teacher-counselors and vocational guidance consultants.\(^\text{11}\)

At the employment centers, individual appraisal is conducted through school records, in consultation with teachers and parents, through administra-

\(^{10}\) Ibid., p. 47.

\(^{11}\) Ibid., pp. 29-47.
tion of vocational aptitude tests, and by general observation while the applicant is being interviewed for placement.12

Testing Services

The Centers for Aptitude Testing and Counseling Service in Tokyo and Osaka supported by each Prefecture, the Educational and Vocational Counseling Center for Youth attached to the Japan Vocational Guidance Association, and the local employment security offices, provide the necessary instruments for obtaining information about students. The Educational Research Institute administers tests for university entrants.13

Informational Services

A program of information-giving activities is incorporated within the subject areas of the high school curriculum. Subject teachers share in the task of acquainting students with the occupational and educational opportunities in each subject matter field. To supplement the work of the subject teachers, some time in home-room activity is devoted to giving out information. Home-room teachers have the responsibility of organizing activities to promote knowledge about the world of work. Teacher-counselors provide assistance to the home-room teachers to maintain a systematic and continuous program. The Ministry of Education provides handbooks and manuals to assist classroom teachers, home-room teachers, and teacher-counselors in discharging their duties and responsibilities.14

12 Takeshi Sayanagi, "Employment Administration in Japan and Vocational Guidance conducted by PESO" (ARC-EVG), pp. 54-59.


14 Osao Mizutani, pp. 32-40.
In addition to the provisions of the schools, the Public Employment Security Offices hold lectures on vocation to graduating students in schools which fall within the area designation of each office. Printed materials on occupational information are distributed free to students. These descriptive materials include a *Guide to Employment* (1954), *Guidelines to Vocational Guidance for Youth* (1954), and *Guide to Occupational Choice for Senior High School Students* (1965).15

**Counseling Service**

Individual assistance is available for pupils with vocational problems. Teacher-counselors conduct personal interviews to gain information about home and family backgrounds to explain and interpret tests results, or to give advice pertaining to occupational choice.

Vocational guidance consultants come to the schools at the request of school authorities and meet with teachers, parents, and students through individual or group procedures. Vocational counseling is facilitated by the use of cumulated data from school records, test results, parental interviews, and teacher recommendations. Much of the counseling given is in the way of advice and suggestions on which occupations best fit the student's personality and ability.16

Increased attention is being paid to counseling and techniques are being improved.

15 Takeshi Sayanagi, pp. 70-71.

16 Osao Mizutani, pp. 31-47.
Placement Services.

Individual schools take care of educational placement. Placement in vocational training institutions and industrial apprenticeship programs are made through public employment security offices. Job applicants who need vocational training in order to qualify for a vacant position are directed by vocational guidance officers to schools which provide such training. Placement is later arranged for them.17

Schools which do not provide job-placement services receive assistance from the local public employment security offices. In these offices, situation cards are received from employers. Once these vacant situation applications have been formally accepted, the employers are so notified and the schools then receive complete information regarding job openings. Employers may begin their recruitment activities in the schools. If specifically asked by the schools, employment security officers may provide vocational counseling individually to students in the school setting.18

Follow-up Services.

Graduates from the lower secondary schools are followed up after they leave school in order to determine those who proceed to upper secondary schools on a full-time basis; those who go to work and attend senior high school on a part-time basis; those who are employed and those who are engaged in any other form of activity. Data from these surveys are used in planning future

17 Ibid.

18 Takeshi Sayanagi, p. 58.
programs for students. For instance, in the 1966 survey of junior high school graduates, more than half proceeded to upper secondary schools. Comparison of this figure with figures of previous surveys revealed a trend of increasing enrollments at the senior high level. Expansion of educational facilities at the upper secondary level depends on projecting of future needs shown by data from follow-up surveys.

The Ministry of Education also conducts surveys on the activities of senior high school graduates immediately after graduation. Findings from these surveys are used as a basis for strengthening the instructional programs and the vocational guidance services of senior high schools. Following surveys are undertaken at the employment offices within a period of six months after students get jobs. The aim is to insure normal and speedy adjustments in the new jobs. With the increasing number of young people who leave their jobs too early, public employment offices have delegated follow-up tasks to the Volunteer for Vocational Adjustment.

Training of Guidance Workers

The vocational guidance worker in the schools must have training in the areas of vocational guidance, techniques of guidance, and management and administration of vocational guidance. As soon as the vocational guidance trainee obtains the necessary credits in each of these areas, he has fulfilled

---

19 Osao Mizutani, pp. 31-40.

20 Ibid.

21 Takeshi Sayanagi, pp. 58-59.
one of the major requirements for the certificate of vocational guidance. In addition to the above requirement, he must possess a bachelor's degree, must have the credits necessary in teacher training subjects, and must fulfill the credit requirements for teaching a major subject.\textsuperscript{22}

On-the-job training is provided for guidance workers in the school system. It is called a Vocational Guidance Seminar and is sponsored by the Ministry of Education and the university in which the training is held. Other seminars and institutes are conducted by the board of education in each prefecture yearly. There are also vocational guidance research institutions which sponsor training programs for those assigned to do vocational guidance work in the schools.

At employment security offices three types of workers are distinguished: the employment promoters, employment exchange officers, and the general workers. Training for employment promoters and officers is conducted by the Central Labor Officer Training Institution in Tokyo. Trainees live in a dormitory within the grounds of the Institution and their stipend is paid by the government. Training lasts ten days and the contents of the program include: the goals and problems of vocational guidance, procedures in administering vocational aptitude tests, practical use of job analysis, techniques of counseling, practical use of employment statistics, legislation relating to employment administration, the future of employment policy, present state and future problems of employment exchange services, and vocational training. Theory and practical experience are integrated in the training program.

\textsuperscript{22} Osao Mizutani, pp. 76-77.
The training of general workers in the employment offices requires a fundamental knowledge of employment exchange service, vocational guidance and occupational information. This training which lasts six days is conducted by each prefecture with the help of the Central Institutions.\footnote{23}

In the field of counselor training, the Japan Vocational Guidance Association has worked with the Ministry of Education in holding the Training Institute of Vocational Guidance Workers from 1947 until 1960. It sent out lecturers to training seminars held locally. In 1961, it sponsored a special institute on the "Theory of Vocational Development," and invited Dr. Donald E. Super of Columbia University as a participant lecturer. Seminars on vocational guidance technique, school counseling, and industrial counseling have been held since Dr. Super's visit. The Association's Educational and Vocational Guidance Center for Youth which primarily serves high school and college youths is also a center for guidance workers and counselors. Guidance trainees may use the center for their internship.\footnote{24}

Professional Organizations of Guidance Workers

The Japan Vocational Guidance Association, established in 1927 by men who were interested in promoting vocational guidance for children has engaged in promotional activities in cooperation with the Ministries of Education and Home Affairs (later Welfare, and now Labor). It has given grants-in-aid to designated experimental schools which carry out practical research in the field.

\footnote{23}{Takeshi Sayanagi, pp. 78-80.}

\footnote{24}{Kihachi Fujimoto, pp. 82-84.}
of vocational guidance. Its other activities related to counselor training, publication of guidance literature, development of testing instruments, maintaining the Educational and Vocational Center for Youth have been mentioned in previous paragraphs. In its forty years of existence, the Association has had a unique role in extending the applications of vocational guidance throughout Japan and even beyond its boundaries. 25

International Cooperation

The Japan Vocational Guidance Association was responsible for the visit of Dr. Donald E. Super of Columbia University and for the international exchange of guidance literature. 26


South Korea

General Background of the Country

With independence proclaimed in August 15, 1948, South Korea sought to find her identity among the newly independent nations of Southeast Asia. The government, a constitutional democracy, has endeavored to bring economic stability to a country, that had gone through much destruction in the course of its long history.

Social Conditions

The population of South Korea is about 27 million as of 1963, with an annual increase of 2.9 per cent. At least 70 per cent are 39 years of age or less.¹ A large number of refugees entered from North Korea during the postwar era. Koreans are a homogeneous and distinct group related to the nomadic Mongols and Caucasians of Western Asia. Significantly there are no unassimilated native minority groups.²

The descendants of the noble class are still conscious of their aristocratic inheritance. Class consciousness is a part of the Confucian tradition, which extends also to the relationship between members of any organization. Modern influences brought women and children to a position of greater equality with the senior male member in thousands of homes, but there is still

a lack of home-centered common activities. Young people have become self-assertive. Work, recreation, and intellectual pursuits are at best, a mixture of traditional and modern diversions. 3

Serious problems in the field of public health and welfare still exist. Hygienic measures and health facilities are limited and confined to large town and cities. Endemic diseases and chronic communicable diseases are not yet adequately controlled. 4

There are extensive programs for the relief and rehabilitation of war victims and voluntary plans for emergency and retirement incomes among employees of large organizations. Responsibility for employment-connected injuries has been assumed by public utility agencies. 5

Economic Conditions

Agriculture is the backbone of the economy with agricultural products contributing 40 per cent to the gross national product and manufactured goods, 20 per cent. Two-thirds of the total labor force is employed in agriculture and related activities. 6 Cottage industries are thriving; manufacturing has increased with the extension of foreign aid. As forestry has fallen off, mining and fisheries are being revitalized.

Farmers and rural tradesmen, service workers, and professional people live almost entirely on food produced by themselves or brought directly to the

3 Ibid.
4 Ibid.
5 Ibid.
6 Ibid.
village or town market by those who produce it. City people are dependent to a greater degree on manufactured goods. Today the manufacturing industry, chiefly concentrated in light consumer goods, is increasing. Between 1964-1965, it had risen by 14.5 per cent.

The Educational System in Brief

A system of universal education is implemented. Elementary schooling of six years is free and compulsory. The second level of education is the middle school which lasts three years and those who complete this stage successfully proceed to the high school (academic or technical) for a period of three years. Completion of the academic high school course qualifies the individual for entrance into college or a university.  

Backgrounds of Guidance

The modern concept of guidance was introduced into the country by Korean University professors who studied theory and technique in the United States and by Japanese professional publications. A general theory has been apparent since 1949. About 1955, theory became systematic and it was supported by the development of psychology and statistics. A significant forward leap came in 1957 with the introduction of counselor training; with it came the diffusion of knowledge regarding guidance theory and practice. Guidance and counseling in Korea has a promising future for there is a growing awareness and

a ready recognition of its need and its application in solving problems of social and economic developmental support for its expansion is growing. 8

Organizational Set-up

The Supervision Bureau of the Ministry of Education has responsibility of the central level while the principals or heads of schools take responsibility at the local level. The Office of Labor Affairs issues instructions on procedures to Employment Offices in various parts of the country. These employment exchanges are controlled and administered by provincial or local authorities. 9

Basic Guidance Services

Pupil Inventory Service

Information about students' characteristics is collected through the use of tests of aptitude and intelligence, achievement tests, personality tests, and interest inventories. Information concerning the family and home environment is obtained through pupil and parent interviews. All data about pupils are compiled in the school record. 10

Testing Services

Psychological test batteries are available for use in the primary schools, middle schools, high schools, and colleges; and they include tests of


9 Ibid.

10 Ibid., p. 3.
intelligence, achievement, aptitude, interest, personality, and attitude. In 1955, Bum mo Chung prepared the first psychological test battery in Korea. Currently, other test batteries are being developed. There is a joint Korean and American enterprise -- the development of the aptitude test for the Talent Identification Project.\(^\text{11}\)

School authorities are required by law to keep the records of test results of individual students. The manner of conducting the tests is left to the discretion of the individual schools.\(^\text{12}\)

**Information Services**

Research is going on to improve the collection of information on the vocations. The Central Educational Research Institute has the task of publishing such data. Guides, lectures, films, television, and the radio are used as vocational information media. In social studies courses, teachers give information on the world of work.\(^\text{13}\)

Exploratory experiences are provided at the elementary school level in the form of pre-vocational courses or projects and a continuing pre-vocational education. At the middle school level vocational courses are required but these vary with the individual school. Diversification occurs at the high school level where a student may choose the academic or vocational type of curriculum. Information on course offerings is the responsibility of the school.\(^\text{14}\)

\(^{11}\) Ibid.
\(^{12}\) Ibid.
\(^{13}\) Ibid., p. 2.
\(^{14}\) Ibid., pp. 3-7.
Placement and Follow-up Services

Pupils get assistance in the choice of schools. At the end of the compulsory school attendance period, graduates can select to go to the regular middle school or the vocational middle school or the vocational training programs under the Office of Labor Affairs or those conducted by industry. Placement in apprenticeship training and job placement is the responsibility of the public employment exchanges situated locally.  

Counselor Training

In the effort to stimulate the spread of guidance concepts and techniques, the Central Education Institute has developed in-service training since 1953. The First Educational Study Seminar in 1954 presented the topic, "Guidance and Mental Hygiene." Subsequently, seminars and group studies were held three or four times a year.  

With the completion of the Third Counselor Research Seminar, guidance and counseling advanced significantly. School counselors of teachers' schools and educational supervisors of cities and provinces participated in that seminar and discussed such topics as the goals and techniques of guidance and evaluation of student attitudes.

15 Ibid., pp. 27-28.

16 Ibid., p. 2.

17 Ibid.
Since 1958 the content pattern of in-service training has followed closely that of the First and Second Research Seminars of the High School Counselor sponsored jointly by the Ministry of Education and the Central Education Institute. Topics dealt with human psychology, guidance principles, human development (mental and physical), psychological tests, and mental hygiene. The follow-up seminar which took place a year later discussed vocational guidance and counseling. In addition, training courses for counselors were offered at the Students' Guidance Center, Seoul National University and Teachers College, Kyongpok University.18

Professional Organization of Guidance Workers

The report from Korea does not mention any formal association of guidance workers.

International Cooperation

Korea conducts guidance projects with the help of qualified guidance personnel from foreign countries. Assistance is given in the areas of test development (as in the Talent Identification Project), compilation of Occupational information, and counselor training.

18 Ibid.
Malaysia

General Background of the Country

The Federation of Malaysia came into being on September 16, 1963, with the accession of Sabah, Sarawak, and Singapore to the former Federation of Malaya which gained independence on August 31, 1957. The hope for a long-lasting Malaysian Federation was not realized, however; for Singapore left the Union on August 9, 1965.¹

The government is a constitutional elective monarchy with the executive power vested in the hands of a Prime Minister and his cabinet. The seat of government is Kuala Lumpur, the capital city of the former state of Malaya. Originally a tin-mining camp, Kuala Lumpur now has a population of over 300,000 and is fast becoming a westernized city. Tall modern buildings contrast greatly with the city's old landmarks.

Social Conditions

Malaysians number over ten million with three quarters living in Malaya on the Kra peninsula. The annual rate of population increase is about three per cent. The Malaysian States contain varying proportions of Malay, Chinese, Indians, Pakistanis, Ceylonese, and Bornean tribes. Malay has been decreed the official language, but English and Chinese are widely used. Islam

is the country's official religion, but the Constitution guarantees freedom of worship. Among the Chinese are found followers of Buddhism, Confucianism, and Taoism; the Indians and Pakistanis are either Hindus or Muslims; and the tribes are animists.²

The country hopes that every Malaysian child will attend the six-year primary school in order to wipe out illiteracy. The Chinese who are mostly located in the cities and large towns are the better educated segment of the population while most Malays who live in the rural villages and earn their living as small-time farmers, have less educational opportunities open to them. Presently, the government's drive to spur the nation's economy gives rural people the chance to raise their standard of living.

The rate of social integration in Malaysia is slow because the various ethnic groups cling to their own cultures and traditions. Each group wants to dominate the other; there is mutual suspicion among the various sections of the population. The government is trying to overcome this diversity of language, religion, and customs by establishing a national system of schools. With the exposure of all children to a common education, it is hoped that the various people will be brought closer together and thus achieve national unity and form a kind of national culture truly representative of all the Malaysian groups. To compromise with the major groups, the medium of instruction in the primary schools may be in Malay, English, Chinese, or Tamil, but all the pupils must study Malay and English as compulsory subjects. Secondary schools have only English and Malay as a medium of instruction.

² Ibid.
Aside from trying to raise the educational level of constituents, the Malaysian government is improving the health facilities, and, by Asian standards, these services are well developed. The death rate has been cut down; malaria has ceased to be a menace; and cholera epidemics have been wiped out. Expansion of communication facilities, transportation services, and cultural facilities is seen in all sectors of the country.

**Economic Conditions**

Malaysia's economy depends to a large extent on the export of raw materials such as rubber and tin. The country leads in the world production of rubber, supplying 40 per cent of the world's natural rubber. Malaysia also supplies 30 per cent of the world's tin. The rubber industry alone employs more than half of Malaysia's adult labor force and several other industries are indirectly related in commerce and trade to this key product.3

Attempts to diversify the economy are apparent. To add to the flourishing rubber, rice, lumber, and tin industries, light industries engaged in the manufacture of consumer goods have been encouraged. Heavier industry has also been introduced and these include petroleum refineries, aluminum rolling plants, and a steel-production project. Economic observers agree that Malaysia economy is relatively stable, that its Gross National Product is expected to rise fairly rapidly in the years ahead. Malaysians now are enjoying one of the highest standards of living in Asia and the per capita income is well above those of her neighbors.

3 Ibid.
The Educational System in Brief

The system of national education is in four stages: primary, lower secondary, upper secondary, and post-secondary or, Sixth Form education. The primary phase lasts six years and is provided free to all children. Completion of this period of schooling qualifies pupils for admission to the lower secondary schools which offer a comprehensive type of education for a period of three years. At the end of this period, pupils must appear for an examination for the Lower Certificate of Education. Those who perform well at this examination are assured of placement in the upper secondary or post-comprehensive level. Those who merely pass have the option of going to a trade or vocational school, to an apprenticeship training program, or they can go out and seek employment.

The upper secondary stage which lasts two years has two streams: academic and vocational. The academic group is sub-divided into arts, science, agriculture; technical, commercial, and home sciences streams; while the vocational group studies a variety of trades and vocational subjects. Once this stage is completed, students take the examinations for the Malaysian Certificate of Education Examination and the overseas Cambridge School Certificate Examination. Those who wish to proceed further in their studies must take a competitive examination to qualify for placement in the Sixth Form education. This pre-university training is for two years. Thus, any university applicant must have completed 13 years of schooling before he is admitted to an institution of higher learning.

---

Backgrounds of Guidance

Vocational guidance can be traced back to pre-war days, 1939, when a career booklet, "A Guide to Careers in Malaya for Parents, Teachers, and Pupils," was published by the Education Department of the Straits Settlement and Federated Malay States Government. This publication gave information on all occupations available in the Government service. During the post-war era, there was a revival of interest in vocational guidance through the efforts of voluntary organizations and government and quasi-government agencies.

In 1959 the Ministry of Labor set up the Youth Employment Service. In connection with this, a campaign was on to create public opinion and to get some reaction to the establishment of guidance in the schools. In 1960, the Ministry of Education officially stated that educational and vocational guidance should be emphasized more in the schools and that the services of career teachers were necessary especially in the secondary schools. Subsequently, in 1966, the Ministry created a Guidance Section in its Educational Planning and Research Division. By now all secondary schools have appointed career guidance teachers recruited from the teaching staff.

Organizational Set-up

The Ministry of Labor and the Ministry of Education have responsibilities in regard to the establishment of guidance services. To prevent overlapping, arrangement is worked out to insure cooperation between the services

---

5 Eddy Chung, "Educational and Vocational Guidance in Malaysia" (paper presented at the ARC-EVG, Tokyo, Japan, August 23-September 2, 1967), p. 5.
and to establish relations with the job market. The coordination work is done through the Vocational Guidance Coordinating Committee. On one hand the Labor Ministry has concerned itself with setting up vocational guidance services in its Employment Service offices. To reach a large number of applicants, main offices in the provinces have part-time offices in the more remote places. The Educational Ministry, on the other hand, has responsibility for educational and vocational guidance in the schools. It has a Federal Guidance Officer in the Central Office.

**Guidance Orientations**

Guidance is accepted as a process and is a form of assistance given to individuals to achieve certain goals related to educational and vocational choices and adjustments. Its basis is the democratic principle that every person has a right and a duty to choose for himself a way of living and a means of livelihood as long as the choice he makes does not interfere with the rights of others. The ability to choose is not innate, but is to be developed and guided. Thus, a function of education is the provision of learning experiences to develop the ability to choose. Guidance can never make the choice for the individual, but it can offer professional help in making a choice.

With regard to the individual, the Ministry of Education in its policy specifies the aim of guidance as assisting each pupil with school adjustment and progress, with his personal-social relations and adjustments, and with his educational and vocational prospects and plans. In relation to

---

6 M. S. Samsudin, "Educational and Vocational Guidance in Malaysia" (paper presented at the ARC-EVG, Tokyo, Japan, August 28 - September 2, 1967), p. 5.
the community and the State, guidance attains an economic aim for it is viewed as a necessary means to identify talent and giftedness which must be developed to supply the country with trained manpower.

**Basic Guidance Services**

The introduction of guidance into Malaysian schools is very recent and started out as a specific area in the form of vocational guidance. With limited resources in terms of trained guidance personnel and reliable tools of guidance, the Ministry had to recruit its career teachers from the members of the teaching staff who were willing to take on added duties and responsibilities. ⁷

**Pupil Inventory Service**

Although it is recognized that comprehensive data are required for effective educational and vocational guidance, little has been done in this area. Again the limitations of personnel and test measurements are the prime reasons. Even though there were problems of getting qualified test administrators and hiring guidance experts, school authorities went ahead in setting up a Cumulative Record System in the schools. As a first step, cumulative record cards were sent to the schools as a pilot project. The head teachers of the schools were invited to send in their comments. After reviewing all the suggestions sent in, a modified form of the card was approved for use in the schools beginning January, 1967. ⁸

⁷ Eddy Chung, p. 5.

⁸ Ibid., p. 6.
Testing Service

Assessment tests are given to pupils in the fields of English, Malay, Science, Chinese and Tamil. The Educational Planning and Research Division of the Ministry of Education is presently engaged in developing standardized tests based on the Common Content Syllabuses and the Schools (Courses of Studies) Regulations.  

The preparation of test instruments valid for use in a multi-cultural society and adapted to the social conditions of the country is made doubly difficult by the absence of testing experts. Although teacher training institutions in Malaysia offer a course in the construction and interpretation of standardized tests, test validation studies need the direction of a professional. School authorities rely on teacher panels to develop the assessment tests; as for standardized tests, they will have to wait until the needed test experts are found to supply them with valid and reliable tools.

Information Service.

Brochures, career guides, lectures, films, radio broadcasts, newspapers, and magazines are employed in giving information to students. The Employment Services are active in this area. In 1960, a pilot project in vocational guidance was started among the secondary schools in Kuala Lumpur. The project was explained to parents and teachers whose response was so

9 Ibid.

10 M. S. Samsudin, p. 5.
satisfactory that the project was extended to other major towns. This project called for introductory talks given by trained officers from the Employment Service. School leavers went for industrial visits to get them acquainted with the world of work.

In 1966, the Youth Employment Service in carrying out its vocational guidance work undertook the following tasks:

1. Career talks to students in the upper secondary classes to stimulate interest in careers.

2. Industrial visits to introduce school-leavers to the various occupational fields.

3. Preparation of pamphlets to inform students, parents and guardians on matters pertaining to the choice of careers.

4. Organization and active participation in seminars, forums, and career exhibitions organized by schools to enable members of the public and students in secondary schools to appreciate fully the value and usefulness of the Service.

5. Talks and arrangement for speakers over Radio Malaysia on general aspects of "Choosing a Career" and occasionally on selected careers for the benefit of students, parents and the public.

6. Coordination of the activities of the various Ministries which are directly or indirectly connected with the education and training of youths to fit them into the job market.

7. Assistance of youth with detailed information on specific careers depending on the preference of the students seeking Vocational Guidance.

\[\text{\textsuperscript{11}}\text{\textit{Ibid.}, p. 6.}\]
Counseling Service

This service for students does not exist in the schools in a systematic or organized way. The Employment Service officers in dealing with school-leavers and job seekers give individual advice as to the type of work which best fits the applicant.12

Placement and Follow-up Services

School authorities provide educational placement, while the Labor authorities in their employment offices assist the youth to find placement in jobs, apprenticeship training programs, and vocational training.13 Job applicants register with the employment office. Their qualifications are evaluated on the basis of school records and personal interviews. If jobs are available, they are directed to prospective employees. If further training is needed, they are referred to schools which provide it.

Training of Guidance Workers

There is no special training provided for guidance people. There is no definite set of criteria for selecting those who are to perform guidance activities. For those who have been appointed as career teachers in the schools, the Ministry of Education has provided a series of five Career Teachers Bulletins to serve as a guide in their work. Guidance workers and employment officers presently doing guidance work have had training in foreign coun-

12 Ibid., p. 5.
13 Ibid.
tries. The vocational guidance officers in the Ministry of Labor had been trained in England and Australia and upon their return, they conducted training courses for the local officers.\textsuperscript{14}

In-service training courses are available at the Federal, State, and Regional levels. Those trained at the state level are given the responsibility to conduct similar training for persons at the Regional Centers. In 1963, a Colombo Plan adviser went to Kuala Lumpur and conducted a training course for Organizers of Schools.\textsuperscript{15} These officers were expected to assume responsibility in initiating guidance programs in their respective states. One project of the training course was the preparation of a guidance monograph to serve as a basic reference book for teachers, counselors, and administrators.

Professional Organization of Guidance Workers

As a result of the increasing popularity of vocational guidance, a new voluntary organization was formed -- the Selangor Vocational Guidance Association.\textsuperscript{16} Since its formation the Association has become very active in organizing seminars and week-end discussions for Career Teachers, School Prefects, and other interested persons in the field.

There is no association of professional guidance personnel at the national level.

\textsuperscript{14} Ibid., p. 9.

\textsuperscript{15} M. S. Samsudin, "Educational and Vocational Guidance in Malaysia" (paper presented at the ARC-EVG, Tokyo, Japan, August 28 - September 2, 1967) p. 9.

\textsuperscript{16} Ibid., p. 7.
International Cooperation

Grants by international agencies for post-graduate work in guidance and counseling have been received. A vocational guidance expert from Canada assisted Malaysian guidance workers in planning a service for schools.\(^\text{17}\)

\(^{17}\) Ibid., p. 9.
The Philippines, a democratic republic since July 4, 1936 is a country of about 7,100 islands, eleven of which comprise the bulk of the area. The Archipelago is bounded on the east by the Pacific Ocean, on the west and north by the China Sea, and on the south by the Celebes Sea and the coastal waters of Borneo. Manila, on the central western coast is the former capital city, and is the country's industrial center. Another major city is Quezon City, southeast of Manila, the nation's official capital.

Social Conditions

The population of the Philippines is approaching the 35 million mark and it is increasing at a rate of about 3 per cent annually. About 90% of the people are Christians; the rest are Moslems, Buddhists, Animists or other minority sects.¹

The Filipinos are of mixed ancestry. The aborigines of the country are the Negritos who now constitute an insignificant number, probably less than one per cent of the population, and are concentrated in the mountainous regions of the country. The Indonesians, the Malays, then the Hindus, the Chinese, the Japanese, Spaniards, Americans and other white men have reached Philippine shores. All these people have left their mark in the country, affecting the people's way of life.

Many Filipinos are multi-lingual and the reason for this is that there are 75 linguistic groups and eight distinct languages spoken in the country.\(^2\) Tagalog is the official national language, although it is not spoken by the majority of the population. English is the language of commerce and the medium of instruction in the schools from Grade 3 upwards. Spanish is still spoken in some quarters, but it has grown less significant in recent years.

The family is the basic unit of Filipino society. It is large and patriarchal and the influence of kinship is far-reaching. The family includes the father, the mother, the children, the grandparents and sometimes the aunts and uncles. The grandparents are prestigious and have a big say in household affairs. Large families are feared and respected.

Values that are learned in the homes are hospitality, filial piety, deference and respect for authority. Education is valued as an end in itself and also as a means for social mobility. There is, however, an unhealthy attitude toward manual labor among those who have attained a certain level of education. This explains the stiff competition for white-collar jobs and the high degree of unemployment and under-employment.

Religion is part of the Filipino way of life. Churches and chapels are landmarks in most communities. External practices include the celebration of "fiestas" and religious festivals. The average villager will skimp and scrimp to get enough money to spend for the town fiestas. Since 85% of the people are Roman Catholics, most government holidays coincide with Church holidays. Although there is separation of Church and State, religious leaders are influential in social and political life. Religious instruction is provided

\(^2\)Ibid.
in the public schools by mutual agreement of public school authorities and religious bodies.

Health conditions are not uniform throughout the country. Large hospitals and clinics are concentrated in the urban centers. There are rural health clinics manned by rural health doctors and nurses. Mobile units also make their rounds in the villages. In the remote barrios (villages) quack doctors are still consulted. Rural folk still rely on superstition and quackery for curing most of their ills.

**Economic Conditions**

Philippine economy is still largely dependent on agriculture. About 98 per cent of the total cultivated area is owned by Filipinos with the average size of the farm at about three hectares. As of October, 1963, 5,691,000 persons (about 58 per cent of the working population) were employed in agriculture. Exports of agricultural products in 1963 constituted about 33 per cent of the national income. Other sources of income are derived from several industries engaged in the processing of agricultural products and manufacturing industries producing textile goods, cigars, cigarettes, paint, drugs, shoes, soap, cement, and cosmetics. Fishing and mining industries, oil refineries, beer distilleries, and fertilizer plants are doing big business. Manufacturing in 1963 contributed about 21 per cent to the national income. Shipbuilding is being started; the steel industry is represented by large plants located in Luzon. The greatest concentration of industrial activity is found in the Greater Manila area.

---

The Educational System in Brief

The administration of education is the responsibility of the Department of Education which delegates the exercise of its functions to the Bureau of Public Schools and the Bureau of Private Schools. The municipal and provincial governments cooperate with the officials of the Bureau of Public Schools in the promotion of primary and secondary education. The Bureau of Private Schools supervises the private universities, colleges, and schools and sees to it that their curricula, school grounds, buildings, library facilities, and the qualifications of their teachers meet the standards set up by the Bureau. 4

A Board of National Education formulates and directs general educational policies. Primary education of four years is free and compulsory and is completely co-educational. English is the medium of instruction, but the use of vernaculars (eight major ones) in the first two grades of the primary level in both public and private institutions is now standard practice. The Filipino language, Tagalog, is taught in grade one and given increasing emphasis in the higher grades.

The school system is organized on a 6-2-2 plan... six years of elementary education is followed by four years of secondary education. In the first two years of high school pupils take a general common curriculum, and the last two years offer a differentiated curriculum designed for pursuit of specialization in college. Higher education in the country is provided in both public and private institutions.

4 UNESCO, World Survey of Education.
The Government has set up a system of university education, a system of teacher-training institutions, and a system of vocational and technical training institutions. The State-supported University of the Philippines has a main campus in Quezon City and regional branches in various parts of the country. The Philippine Normal School in Manila prepares elementary and secondary school teachers. The Philippine College of Arts and Trades provides necessary training for persons desiring to find jobs in industry.

Historical Foundations of Guidance

The concept of guidance in the Philippines originated as vocational guidance. When the Monroe Educational Survey Commission submitted its report of 1925, it recommended that vocational guidance be provided in the schools from the fourth grade upward; that teachers, principals, and supervisors take the responsibility of studying pupil characteristics such as aptitudes and abilities and of giving useful information to pupils and parents on matters of vocational choice and training; and that a survey of occupations be conducted in every municipality. Data from such surveys should be used as a realistic basis for helping children in their career choice and for determining the kind of vocational work to be incorporated in the schools' industrial arts program.  

Two years after the Monroe report, the Bureau of Public Schools started to implement the vocational guidance concept by asking the division superintendents to arrange for principals to give information and advice to

---

graduates of elementary and secondary courses. The General Office also took charge of publishing pertinent literature to help supervisory officials perform their added duties. In 1928, a pamphlet, "Opportunities for Seventh Grade Graduates," described a comprehensive manner various vocations found in different communities. The appearance of this printed material marked the beginning of "guidance and counseling services" in the public schools. At this stage guidance was entrusted to teachers and supervisory officials with the assumption that these school people were able to render effective guidance and counseling services without professional training and background.

The Manila Division of City Schools, is the first of the school divisions to initiate organized guidance and pupil personnel services. A dean of boys and a dean of girls were appointed in 1939. Until 1950, their functions had actually been disciplinary in nature. From 1950 on, a vocational counselor has been added to the guidance staff of each high school; the counselor's work was coordinated with that of the vocational section of the Division of City Schools. Under this program, students went on field trips and had group meetings to get acquainted with the occupational possibilities in the city and the surrounding communities.

With the increasing demand for services, high school deans found it necessary to obtain some form of training and their request was answered by the Philippine Women's University in 1950. This private institution sponsored a seminar training course in their campus for school people who had been assigned.

---

6 Ibid.
7 Ibid., p. 5.
8 Ibid.
guidance functions. Among the topics taken up in the course were the importance of guidance services and their place in the educational program of the schools. The Workshop which followed the seminar helped to put the guidance program of the city schools on a more stable basis by providing tools and information on effective functioning of guidance services.

When the deans of high schools were named guidance counselors in 1952, a rigid screening of appointees became standard practices. To coordinate the services, a guidance consultant was designated in the Division of City Schools. Moreover, each city elementary school found itself with a counselor who was assigned to initiate formal guidance services.

As interest in guidance grew, more requests for counselor training courses came in from different sections of the country. The story of how the country's higher institutions of learning and how other agencies, foundations, and organizations took care of this fundamental need of guidance will be taken up under the section on counselor training.

In 1954 the General Office of the Bureau of Public Schools formally assumed leadership in promoting guidance by creating a guidance section in the Research and Evaluation Division. Three years later the promotion of guidance services in the vocational schools became the task of the newly created Vocational Information and Placement Division.

About the same time, private schools, colleges, and universities began to initiate guidance services. Courses in guidance became integrated in

---

9 Ibid.
10 Ibid.
teacher training programs to promote the guidance point of view among teaching personnel. Private organizations such as the Young Men's Christian Association and the Lions Club, and social welfare agencies like the Social Welfare Administration contributed to the increasing popularity of guidance. The Philippine Mental Health Association has been active in sponsoring seminars in mental hygiene throughout the country.

The late 1950's and the early 1960's witnessed the introduction of counselor training programs at the graduate level. The reality of trained counselors underscored the need for a national organization of guidance workers. The idea was discussed in August, 1964, resulting in the formation of the Philippine Guidance and Personnel Association in February, 1965.

Guidance Orientations

The following principles provide a basic framework for guidance practices in the country:

Guidance has become a necessity due to the increasing complexity of the social organization, the changing character of home and community values, the instability of the economic situation, and the challenges posed by a democratic way of life. Since education must be sensitive to the effects of these factors, school officials find it imperative to formalize guidance activities in the school setting.\footnote{Ibid., pp. 9-11.}

In general, educators consider the idea of guidance as inherent in all educational efforts. The new meanings attached to the term originate simply from the democratic tendencies in education. From the educator's viewpoint
then, guidance is the best means of promoting the proper adaptation of curriculum and method to the needs of individual children.

Guidance should help the individual to set up desirable goals and to make plans to achieve those goals. The emphasis in guidance is on the individual. Thus, the type and extent of assistance given varies with the needs of individual pupils and the needs of the situation at a particular time.

School administrators have a major responsibility of providing for and promoting guidance activities. In carrying out guidance functions, school authorities believe that classroom teachers must do the major part of the work at the elementary level. In high school, guidance must be the result of the combined efforts of counselors, teachers, and school heads.

Organizational Set-up

At the national level, responsibility rests with the Director of Public Schools, at the regional level, with the provincial and city superintendent of schools; and at the local level, the school principals provide the needed leadership. In each school there is a guidance committee supervised by the principal. This committee is composed of three teacher members who have been selected on the basis of their backgrounds, personality, competencies, and manifest interest in guidance. The function of the committee is to carry out a program of guidance. 12

Consultative services are provided by the Division of Research, Evaluation, and Guidance. Attached to this Office is a group of guidance personnel designate as district supervisors of guidance. They make the rounds of the

12 Ibid., pp. 9-10.
schools in which guidance is offered and submit tri-monthly reports to the central office in Manila.\footnote{Ibid., p. 5.}

**Basic Guidance Services**

In general, elementary school guidance is incidental and fragmentary. Much of it is in the hands of classroom teachers who make attempts to incorporate guidance functions with their usual teaching duties. In high school, there is some semblance of organization in a few schools; in others, there are brave attempts to implement the theory of guidance. This goes to say that guidance practice is not as widespread as it is expected to be.

In the schools where some guidance programs have been initiated, the following services are observed:

**Pupil Inventory Service**

At the elementary level, the teacher's functions consist of the early identification of pupils with special abilities, interests, and needs through the use of mental ability tests, observations, interviews, referrals, study of academic records, home visits, parent conferences, and the study of pupil compositions, and art products. Physical and mental health agencies work closely with school health personnel to identify health problems of children.

Data about pupils are summarized in cumulative records which are kept in the central office of the school. These are kept up-to-date by a team of teachers and are made available as the need arises.\footnote{Ibid., p. 7.}
In high school, all the records of each student in the school such as test results, observations, personal history, analysis of subject achievement, and anecdotal records are kept in the Individual Inventory Record Envelope. This Record is filed in the guidance rooms and is accessible to authorized personnel.15

Techniques in gathering information about pupils vary from high school to high school. The use of mental ability tests, achievement tests, interest inventory, personality inventory, and locally-made questionnaires is becoming popular. So is the use of sociometric devices to identify patterns of social relationships among pupils. In a few cases, case study procedures have been used for students with severe emotional problems.

**Testing Services**

There is no nation-wide testing program for guidance purposes either at the elementary or secondary school levels. Tests are given by individual schools for screening and guidance purposes. Evaluation of pupil achievement is made through teacher-made tests and although district-wide achievement tests have been administered by the district office or by the central office, their main and immediate purpose is the evaluation of the schools' instructional programs.16

Four tests constructed locally have been used for high school students. They are the Philippine Self-Administering Test of Mental Ability,

15 _Ibid._, pp. 11-12.

16 _Ibid._, pp. 35-37.
Ordonez's College Aptitude Test, the Philippine Vocational Interest Record, and the Philippine Personality Inventory. All other tests are foreign-made although local standards have been set up for them.17

**Information Services**

Guidance workers use group guidance procedures for pupils for the purpose of giving out information. Periods are set aside for learning or proper study habits, budgeting of time, proper use of library facilities, starting the year right. Home-room periods once a week take up such topics as personality development, character education, good manners, and right conduct. These groups are met in rotation until every student is met.

Articulation activities exist between previous and current teachers, between primary and intermediate levels, between the elementary and high schools, for better pupil adjustments. Field trips to colleges and universities is available in the school’s guidance office and the school library gives supplementary materials to the service.

Orientation programs are conducted for incoming students to familiarize them with curricular offerings, rules and regulations as well as the facilities of the new school. Student handbooks are given out. Topics from the handbooks are taken up during home-room periods.

Concerning occupational information, literature about the vocations available in the community is collected and filed for student use. This is available either at the guidance office or the school library. Job requirements and opportunities are also published in school organs. Convocations,
meetings, and conferences are arranged in which noted representatives from various occupations are guest speakers. Charts and other visual aids are conspicuously posted on bulletin boards to illustrate occupational trends. 18

Counseling Services

Systematic counseling does not exist in the elementary schools. Teachers give individual assistance whenever they can. Environmental manipulation has been practiced in a few cases as well as parent conferences. For emotionally disturbed children, referrals to special agencies are made by the teachers.

At the high school level, teachers make referrals to the school counselors for students with behavior problems. Individual counseling is provided for those students. These discipline cases are ordinarily not severe enough to require a specialist's care. Referrals to specialists are made whenever cases are beyond the counselor's competence. 19

Placement Services

Contacts are made with different government and private agencies and firms for possible placement of school leavers. Assistance also is given in securing employment through established agencies or firms or through direct service of the school. Placement in apprenticeship training programs is also available for high school graduates.

18 Ibid., p. 12.

19 Ibid.
Educational placement is accomplished in individual schools through the use of results from achievement tests. At the end of the second year in high school, placement interviews are given for students who have to decide on which course of study (college-preparatory, or vocational-technical) to follow.20

Follow-up Services

Contacts are maintained with school-leavers to find out whether or not they need further assistance. The aim of surveying the activities of those who have left school is to evaluate the guidance program as well as the instructional program. Data from follow-up surveys are used in improving and revising school programs so that children will profit more from their school experiences by being placed in an atmosphere of effective learning and guidance.21

Counselor Training

Qualifications for guidance workers in the schools have been defined in terms of personal fitness, experience, professional preparation, and civil service eligibility. Personal fitness includes the possession of such characteristics as emotional ability, leadership potential, ability to establish social relationships, genuine interest in people, scholastic aptitude, and a good sense of order. The experience requirement for elementary school counselors is at least a two-year successful teaching experience in elementary

20 Ibid., p. 13.
21 Ibid.
school; the secondary school counselor must have two years of successful teaching experience in high school. For division supervisors of guidance and division supervisors of evaluation and guidance, at least five years of satisfactory experience, preferably supervisory and/or administrative in the field of education or instructor of professional subjects is required. Vocational guidance counselors need a year's experience in industry or in social work, in addition to teaching experience. Guidance workers, should have experience in the techniques of testing, treatment of results, as well as interpretation and application of test results.

Professional preparation of guidance workers should include a basic background in philosophy, psychology, guidance and statistics. A master's degree or its equivalent is ideal; professional subject areas should be related to understanding and procedures of counseling, understanding the individual, the educational and vocational requirements, and research and evaluation techniques.

Civil service eligibility requirement varies according to the educational level in which one wishes to work as a counselor. Guidance workers in the elementary schools need a junior teacher civil service eligibility; those in the secondary schools must have senior teacher eligibility which is required also of the division of supervisors of guidance and general office supervisors of guidance.22

The history of counselor training in the Philippines shows that before the introduction of counselor education at the graduate level, guidance workers with guidance functions had to be trained hurriedly. Stop-gap measures took

22 Ibid., pp. 38-40.
To supplement the above curricular offerings, organizations such as the Philippine Mental Health Association, the Catholic Educational Association of the Philippines, the Manila Public Elementary and Secondary Counselors Association, and the Philippine Psychological Corporation pooled their resources and conducted short-term training programs for counselors to update their knowledge of testing, counseling techniques, placement services, and current researches in guidance. At the same time the personnel of the Division of Research, Evaluation and Guidance engaged in activities such as developing field personnel for leadership. The Division Supervisors of Guidance in the course of their supervisory visits in their respective regions or divisions assist school personnel in the guidance tasks. They give lectures and demonstrations for teachers in in-service training programs conducted in local schools. As a further guide for field personnel in guidance, the General Office sent out directives generally focused on the organization and administration of guidance programs and the improvement of counselor competencies.

At the present time, graduate training for counselors is available in some colleges and universities. The training programs are of two types. The first leads to a Master of Arts Degree in Education with a guidance major and the second leads to a Master of Arts in Psychology, a program geared towards counselor preparation. A doctorate program in Education with a specialization in guidance has also been initiated. At both the master's and doctor's levels, the seven core areas in guidance are represented by one or more courses. In general, courses are offered in areas of personality organization and development, individual appraisal, occupational information, organization and administration of guidance programs, professional orientation, practicum, and research.
Professional Organization of Guidance Workers

The Philippine Guidance and Personnel Association inaugurated in 1965 is working towards: the improvement of standards in guidance and counseling work at all educational levels, the continuous exchange of professional experience, the expansion of research activities in all areas of guidance information through publication, and the formation of a unified body of guidance and personnel experts. National conventions and workshops are in the agenda of the Association. At the first national convention in 1965, the general topic was guidance in Philippine schools with a focus on the individual. Participants at the second national convention in 1966 focused their attention on the concept of professional guidance as a commitment. A workshop held in November of 1966 was devoted to the subject of professionalization. Reports and discussions on the professional identity of the counselor, his professional identity in PGPA, his preparation, competencies, and responsibilities, and his professional environment were the major activities of the Workshop. The crowning point of that gathering, however, was the formulation of a proposed code of ethics for the Philippine Guidance and Personnel Association.24

Membership in the Association is of two levels. A regular member in the Association is a holder of a master's degree in Guidance and Personnel Work; in lieu of the master's degree, a guidance worker can become a regular member if he has at least 15 units in Guidance and Personnel Work at the

graduate level and two years of experience as a full-time counselor or four years experience as a part-time counselor. Associate membership is given to anyone working in the field of guidance and personnel work or any person interested in guidance and who has at least a bachelor's degree.25

International Action

Training of guidance personnel has been made possible through grants and scholarships provided by the Fulbright-Hays Act, the East-West Center (Hawaii), the United Nations Educational, Scientific, and Cultural Organization, the Asia Foundation, and the Colombo Plan. Officers doing guidance work in the public employment service have been recipients of these grants. In addition to study grants for individuals, the Manila offices of the Asia Foundation, Ford Foundation, Rockefeller Foundation, and the Colombo Plan have sponsored seminars, workshops, and conferences for guidance workers in the country. Guidance in the Philippines also benefits from the services of technical experts made available through the efforts of international organizations.26

26 Aurelio Tiro, p. 41.
tions, education, and culture are well developed by Asian standards.\(^2\) The City Council Outpatient Clinic is the government agency responsible for providing health services in the schools.

**Economic Conditions**

Singapore's economy is based on its harbor facilities and international trade. The center of economic activity is the waterfront which is lined with modern warehouses, offices, and banks. The handling of goods and commodities from other places for re-export has increased within recent years. The average annual tonnage in the 1960's is 19,000,000 tons of cargo.\(^3\)

Singapore's agricultural and mineral resources are negligible. Its offshore islands are unproductive except for fishing. Hence light industries are encouraged and the Government is putting into effect necessary measures for gradual shifting from light industry to heavy industry.\(^4\)

**The Educational System in Brief**

A child in Singapore receives six years of free primary education in the language of his parents' choice. Although this stage is not compulsory in education-conscious Singapore, most of those in the school-age group are in school. On completion of primary education, the pupils proceed to the secondary stage for a period of four years, in either the academic stream or the


\(^3\) Ibid.

\(^4\) Ibid.
technical stream, after passing the primary school learning examination. If a pupil fails the examination, he is retained, unless he is over-aged in which case he can go to a vocational school for two years' training in the rudiments of trade and some general education. When secondary schooling is completed with satisfactory marks, the next-stage is a two-year pre-university training program to qualify for the Higher Secondary Certificate which is the minimum requirement for entrance to the University of Singapore.⁵

A unique feature of the educational system is that teaching is conducted in four languages: English, Chinese, Malay, and Tamil. In the integrated school, pupils in two or three languages streams study in one building under a single administration. Two kinds of schools exist in Singapore. They are either government schools or government-aided schools. The curriculum is the same for all the primary schools and is strictly prescribed by the Ministry of Education.⁶

Backgrounds of Guidance

Guidance activity is comparatively new in Singapore, and much of what has been done and is being done is focused on occupational information and career guidance for those who are about to leave school. As a start a Vocational Guidance Steering Committee was set up in April, 1964 with the purpose of initiating, directing, and coordinating efforts of vocational guidance in

---


⁶ Ibid.
Representatives from the Ministry of Education, Ministry of Labor, and Public Service Commission were among its members. As its first project, the Committee launched a series of activities to make known to the public and the community the concept of guidance and its contributions to the social and economic development of Singapore. Techniques used in stimulating interest in guidance included talks and distribution of printed materials concerning the guidance programs of other lands. Television, radio, and the press participated in the campaign. Since then efforts have been made in appointing guidance people to take charge of some guidance functions specifically in the area of vocational guidance.

Guidance Orientations

Guidance is viewed as a continuous process to be linked with the classroom learning and extra-mural activities. It is based on the concept that vocational choice is an individual choice. Its *raison de'être* is the inadequacy of traditional modes or patterns in helping youth solve the problems of choosing, planning, preparing for, seeking, and progressing in a suitable occupation.

Organizational Set-up

The Ministry of Education has a Vocational Guidance Unit headed by a professionally-trained Vocational Guidance Officer. The career masters appointed in the secondary schools work under his direction and leadership.

---

8 Ibid.
9 Ibid.
The Ministry of Labor has the Youth Employment Service to which career masters refer school leavers for vocational assistance. The Public Service Commission takes charge of recruiting people for government service.\textsuperscript{10}

**Basic Guidance Services**

In general guidance services are not organized. There are, however, a number of available services provided by central facilities and by individual schools. Guidance in the latter usually lacks cooperative planning and its objectives are usually ill-conceived and not well-understood.

Guidance initiated in the schools has a vocational emphasis. Thus the people appointed for guidance functions are called career masters. Aside from being full-time teachers they have added responsibilities including setting up a career section in the school library, informing pupils regularly of career opportunities and trends, and initiating and coordinating career works in the schools.

**Pupil Inventory Service**

The introduction of the Cumulative Record Card is fairly recent. School records have always been kept in the school office, but these do not accompany the child when he moves from the primary to the secondary school. These cards contain such information as school grades, extracurricular activities, character and conduct of students as observed by teachers and principals, attendance, achievement, and the identifying data. The Health cards are kept separately in the health record forms.\textsuperscript{11}

\textsuperscript{10} Ibid.

Testing Service

This area is spotty. Much of what is done is experimental and exploratory. The Ministry of Education and the Universities have used tests in the schools examples of which are Raven's Progressive Matrices, Cattell's Test of Intelligence, Differential Aptitude Test, Kuder Preference Record, Wrenn Study Habit Inventory, and Mooney Problem Check List. Adaptation and reconstruction of tests to suit local conditions are still to be done. Hence, a large scale testing program for schools is still lacking. 12

Counseling Service

In the schools, there is no counseling service of any significance. Students talk to teachers about their problems but this form of help is incidental. A number of secondary schools offer some form of individual assistance for pupils in their career choices and placement. The number of those who actually make use of it is insignificant.

Information Service

Orientation programs to acquaint new pupils with their schools are not organized. The school heads simply greet the newcomers and talk to them. The teachers in the individual classes then become responsible for briefing entrants about their new environment. Rules and regulations about their new school are interpreted to pupils by teachers.

Printed occupational information is channeled to all the schools through the career masters. Occupational literature is being built up in all secondary schools. Job exploratory experiences or lectures on careers are given in cooperation with the Junior Chamber of Commerce, the Rotary Club, and

12Ibid., p. 208.
the Lions' Club. Experts on the job, representatives from business and industry conduct career talks. Materials on vocational opportunities are posted on bulletin boards.  

Placement and Follow-up Services

Career teachers refer school leavers to the proper authority for job placement. Educational placement is managed by the central office and placement within classes is the responsibility of principals. No systematic follow-up is made.

Training of Guidance Workers

Members of the guidance staff are recruited from teacher ranks. Career masters who do part-time vocational guidance received training of an in-service nature. To provide better preparation for vocational guidance work, the Vocational Guidance Unit of the Ministry of Education organizes and conducts a course every year. In this work, the Vocational Guidance Officer receives help from foreign experts who lecture at the Teachers Training College, Singapore.  

Professional Organization of Guidance Workers

At present a professional organization of guidance workers does not exist. Exchange of guidance information is made through the services of the government agency, the Vocational Guidance Steering Committee.

---

13 Chan Keng Howe, p. 3.

14 Ibid., p. 5.
International Cooperation

Experts from foreign countries who lecture at the Singapore's Teacher Training College help the Vocational Guidance Unit in providing needed training for guidance personnel. 15

15 Ibid.
Thailand

General Background of the Country

A country of about 30 million people, Thailand is unique in that it was never under Western colonial rule. A coup d'etat on June 24, 1932, transformed the government from an absolute monarchy into a constitutional monarchy.¹

The capital city Bangkok, and Thonburi are the only large urban centers. Bangkok today is cosmopolitan city, the center of culture, commerce, and industry for the country. Its busy port handles 90 per cent of the imports and 75 per cent of the exports and its international airport, the busiest one in all of Southeast Asia is served by 23 international airlines.

Social Conditions

Eighty per cent of the population are Thais who belong to the Mongoloid race and whose culture is distinctly their own. They speak the Thai language and worship Buddha in the Theravada School. Their Buddhist tenets, however, are mixed with beliefs from animism, astrology, and Hinduism. Most Thais engage in agriculture and many of them own their own lands.

The Chinese comprise the largest minority group in Thailand.² They have a vital role in the country's economy, serving as middlemen and controlling the industrial sector. Relations between Thais and Chinese are far from

² Ibid., p. 527.
cordial and to remedy the situation the Thai government encourages the Thais to engage more in trade and, through education exhorts the Chinese to adopt Thai habits. The Government also requires that 75 per cent of their labor force be Thai.

Other minority groups living in Thailand are Malays and the hill tribes. The Malays are distinguished from the Thais and Chinese by their customs, languages and Islamic religion. The hill tribes are nomadic people who practice "slash and burn" cultivation. They stay for a season or two in one place, plant the crops they need, and when the soil becomes poor, they move on to new lands.

The social unit in Thai society is the primary family: parents and unmarried children. When children get married, they set up homes of their own. There are neither clans nor castes in Thailand. Class lines have become weak in recent times.

Most Thais live fairly well on the yield of the land. Starvation is unknown. Basic educational facilities are provided by the government. Literacy of the population ten years of age and over was about 70 per cent in 1960. The Government's extensive health program have so reduced the incidence of major tropical diseases that now the birth rate is over five times the death rate.  

Economic Conditions

Like other Southeast Asian countries, Thailand's economy is tied in with agriculture. According to the 1960 census, about 82 per cent of the

3 Ibid., p. 548.
economically active population eleven years of age and over were engaged in agriculture, forestry, hunting, and fishing and only 3 per cent in manufacturing. The chief agricultural product is rice which is the national food and chief staple article of export. Agriculture contributed 35 per cent to the Gross National Product in 1963 while manufacturing, only ten per cent.

Next to agriculture in economic importance is mining. The country possesses extensive mineral deposits, but mining concerns are slowed down by limited electrical power. Still, Thailand ranks third in the world production of tin. Other mining products are tungsten, iron, gypsum, lignite, and manganese.

The main activity of the industrial sector is the processing of agricultural products and small-scale industries that have been developed include cement factories, sugar refineries, brewery plants, and cigarette factories. In general, Thailand's economy is stable and economic production is likely to increase at a fast pace if not offset by population increase.

The Educational System in Brief

Four levels of education exist in Thailand. Pre-school education takes care of children prior to the compulsory attendance age. These preschoolers may be grouped and taught in two or three-age groups and classes may be given in elementary schools. The elementary school level is divided into two stages: a lower primary stage of four years which constitutes compulsory education and an upper primary stage of three years.

---

4Ibid., p. 540.

In 1960 a conference on educational and vocational guidance was called by the Division of Educational Information. Participants were those persons who had received guidance training in foreign countries. As a result of this conference, two seminars in guidance were held in 1961 and 1962 and were attended by educational inspectors, provincial education officials, supervisors, and secondary school principals. These two seminars resulted in the creation of the Commission on Educational and Vocational Guidance in 1962. Chaired by the Under-Secretary of State for the Ministry of Education, this Commission, which is on the Ministry level, is a policy-making body. It also assumes an advisory role in relation to governmental guidance functions at the central and local levels. Various departments of the Ministry of Education are represented in the Commission's membership. To organize and coordinate guidance efforts, the Commission appointed the Division on Educational Information as the Ministry Coordination Agency.

After school administrators had been acquainted with the theory and practice of guidance, work began with in-service training in guidance for selected teachers. A Sub-Commission on the Promotion of School Guidance Programs was created in 1963. Pilot schools were designated to initiate organized guidance programs. Furthermore, the guidance supervisors attached to the Department of Elementary Education, Secondary Education, Vocational Education, and Teacher Training started guidance services in their respective schools.

The Department of Labor in its concern for helping the unemployed find suitable employment has set up public employment services which provide

---

7 Ibid.
counseling and vocational guidance services for students, new graduates, and other job-seekers.

Guidance Orientations

Thai authorities believe that school guidance should start as soon as the child enters school. It is necessary that guidance be a continuous process so that it follows the normal development of the child and helps him learn attitudes and skills, and gain knowledge through satisfying classroom experiences. Hence, guidance should be an integral part of education at every stage of schooling.\(^8\)

Organizational Set-up

The Ministry of Education has responsibility for school guidance through its Division of Educational Information and its Commission on Educational and Vocational Guidance. Guidance supervisors of the Departments of Elementary Education, Secondary Education, Vocational Education, and Teacher Training take charge of initiating guidance programs in schools under their supervision.\(^9\) Individual schools carry out the programs that have been initiated.

The Department of Labor under the Minister of the Interior is responsible for vocational guidance provided at public employment services.\(^10\) To insure adequate distribution of manpower, district offices have been established; they serve both employers and employees alike, and render valuable service by compiling data about jobs and occupations in Thailand.

---

\(^8\) Ibid., p. 6.
\(^9\) Ibid., p. 4.
\(^10\) Ibid., p. 9.
Basic Guidance Services

Guidance services at the elementary school level are limited. Specialized services of psychological testing and counseling are not available at the present time.\(^{11}\) Elementary classroom teachers give indirect guidance in the course of the day's instructional activities and extra curricular activities.

At the secondary school level, guidance practices are not yet systematic and much remains to be done in organizing a minimum guidance program in each school. Current guidance activities are focused on the following services:

**Pupil Inventory Service**

Each teacher fills out the Student Report Form with attendance data, test results, and his observations of pupil behavior and development.\(^{12}\) There is also space for parents to supply information about the student's home life. In some schools the Cumulative Report has been used and data to be found in them are categorized as personal, home, scholarship, test results, educational and vocational plans, school attendance, health, personal and social development, interviews and follow-up records.

**Testing Service**

The use of psychological tests is not widespread due to lack of well-developed appraisal instruments. Comprehensive assessment of intelligence, general and special aptitudes, interest and achievement is not known. Some

\(^{11}\) Ibid., p. 6.

\(^{12}\) Ibid.
Aptitude testing is given for candidates who desire to enter vocational schools. The aim is to weed out those who do not have the potential to get through a vocational school. This test is used merely as a screening device.

The public employment services evaluate the vocational qualifications of their student registrants, but there is no mention of any specific tests used.

**Information Services**

Three types of information are made available to students: occupational, educational, and social. Although occupational information has been given emphasis, this special service is still limited due to the lack of research and studies about trades and occupations. The Division of Vocational Promotion and the Department of Labor are the government agencies which help the schools in the area of vocations.

Various techniques are used in keeping students informed about their educational, social, and vocational environment. Libraries in a few schools provide a section for housing occupational literature. People from business and industry are invited to give vocational guidance talks to students. School bulletin boards display items of vocational interest to students. Arrangements are made for students to visit business enterprises and industrial plants. In general, these information-giving activities are carried on informally; most of the schools have no formal framework in which an organized program can be maintained.

---

13 Ibid., p. 7.
14 Ibid.
15 Ibid.
For pupils who need educational information, the Division of Educational Information have publications on educational opportunities which are sent to schools. Senior high school students planning to attend the university make use of the Comprehensive Collegiate Catalogue. On personal information, classes in social studies include such topics as social relationships, family relationships, and personality development. Some pamphlets along these lines are found in the school library. School policies and regulations are made known to new students as part of orientation programs.

Counseling Services

There is no counseling service in the school setting although teachers are appointed as counselors in some schools. Their attempts at counseling are limited to pupils who are experiencing normal difficulties with their studies and with their personal adjustments in school. Much of the assistance is given through group guidance activities. Parent-teacher conferences are known and are conducted although not extensively. The Mental Health Association assists a few schools in the area of mental hygiene by arranging case conferences for students with academic or behavioral problems.

Placement and Follow-up Services

Educational authorities and individual schools take care of educational placement. There is no provision for a systematic job placement scheme in the schools although cooperation exists between schools and employers.

16 Ibid.
17 Ibid.
The Division of Employment in the Department of Labor helps the unemployed find suitable jobs and some schools have referral services to direct students to the Employment Office.\textsuperscript{18}

A few schools do follow-up surveys of their graduates' present activities by sending out forms. Others keep track of their students through informal and personal contacts. If there is little attention given towards following up school graduates, there is even much less for the school drop-outs.\textsuperscript{19}

The plight of the latter is neglected for no provision is made to study their activities after dropping out of school.

Training of Guidance Workers

In-service training programs prepare teacher-counselors for their guidance functions. Participation of two sessions of the training program is required. Topics included in the training course are: principles and methods of guidance, techniques of guidance, organization of guidance services, guidance personnel, and adolescent psychology. Training is conducted through lectures, group discussions, demonstrations, and field trips. Two training sessions total 240 hours and successful trainees are appointed part-time teacher-counselors.

A long range program for counselor training was planned in 1965.\textsuperscript{20}

It called for a two-year graduate training leading to a master's degree in

\begin{enumerate}
\item \textsuperscript{18}Ibid., p. 8.
\item \textsuperscript{19}Ibid.
\item \textsuperscript{20}Ibid., p. 14.
\end{enumerate}
education with a specialization in guidance and psychology to be offered at Chulalongkorn University. At the College of Education, Prasanmitr, a two-year counselor education program leads to a master's degree in education specializing in guidance. At the same time there is a one-year course of study leading to a Professional Diploma in guidance. A practicum in counseling and a thesis are requirements for the graduate program.

In the light of the above training programs, the Ministry of Education has drawn up a set of criteria for selection and appointment of counselors. 21 For appointment as full-time counselors, three types of experiences are required:

1. one year counseling experience
2. five years of teaching experience
3. two years of teaching experience on the level of education to be appointed as counselor.

As to the full-time counselor's academic requirement, he must meet any of the following:

1. a master's degree from a foreign institution with a guidance major
2. a M.Ed. with a guidance orientation from the College of Education
3. a M.Ed. majoring in Guidance and Psychology from Chulalongkorn University
4. a Professional Diploma from the College of Education

---

5. a bachelor's degree in education or in arts and a Diploma in Education with completion of the standard in-service training program organized by the Ministry of Education.

To be certified as part-time teacher-counselors, one must have three years general teaching experience and one year of successful teaching on the school level in which he wishes to work as a counselor. The academic requirements are a Diploma in Education and the completion of two sessions of the in-service training program. 22

Professional Organization of Guidance Workers

Associations of professional guidance workers are not yet in existence. However, the Ministry of Education is providing the necessary leadership in developing guidance and calling together educators interested in guidance.

International Cooperation

Thailand participates at UNESCO conferences on guidance, receives assistance from a group of technical advisers sent by the International Labor Organization (for instance, ILO experts helped Thai officials in the preparation of the Dictionary of Occupational Titles), 23 and welcomes the visits of personnel workers from the more advanced countries.

22 Ibid.

CHAPTER IV

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

History and Development of Guidance in the Asian Region

The individual studies indicate that guidance in Asian countries have reached varying stages of development. Within each Asian country, variations in development occur from one locality to another, from one region to another, from one city to another. There is a marked difference between what is established in urban districts and what is provided in rural areas.

Some Asian countries trace the origins of their guidance efforts as far back as the decades between the two world wars. In 1920 Japan opened its first public guidance facility— the Osaka Municipal Vocational Guidance Bureau for Youth.\(^1\) The Philippine public schools introduced vocational guidance in 1925.\(^2\) India's Calcutta University through its Applied Psychology Section initiated vocational and educational guidance in 1938.\(^3\)

\(^1\) G. Kihachi Fujimoto, *op. cit.* , p. 3.
In other Asian countries, guidance services are a post-World War II phenomenon. Changing economic and social conditions underscored the need for formal guidance programs, in those places where they had not been initiated. Thailand's interest in guidance is indicated by the establishment in 1951 of a Measurement and Guidance Section in the Department of Vocational Education. In Ceylonese public schools vocational guidance was introduced in 1957 to provide information and assistance pertaining to occupational choice to both parents and pupils. Singapore's Vocational Guidance Steering Committee set up in April 1964, initiates, directs, and coordinates vocational guidance efforts in the whole state.

In most cases guidance in Asia began as vocational guidance by providing young people with information about the occupational environment. Prior to official introduction of guidance in Malaysian public schools, the Ministry of Labor in 1959 called upon the public to support vocational guidance work in schools. A career booklet had been published earlier informing Malaysian youth of work opportunities in government service. Singapore appointed career masters and mistresses to start guidance work in all secondary schools emphasizing the provision of accurate, comprehensive, and current occupational information. In Thailand, vocational guidance was given a headstart through the organization of the Department of Vocational Promotion. That vocational guidance first

---

4 Virat Kamudmas, op. cit., p. 4.
5 T. K. J. Peiris, op. cit., p. 3.
6 Chan Keng Howe, op. cit., p. 2.
7 M. S. Sansudin, op. cit., p. 2.
8 Chan Keng Howe, p. 2C
9 Virat Kamudmas, p. 3.
gained the attention of authorities is further indicated in the guidance backgrounds of Japan, the Philippines, and Ceylon.

There is a general agreement among Asian national authorities that guidance is an essential service to be provided for youth in either the school setting or the employment service setting. The reasons usually presented may be fused into one dominant theme -- the unique contributions that guidance makes for the effective social and economic development of Asia.

To meet the need for guidance, Asian nations have followed one of three patterns. First, if educational guidance is entrusted to the schools and vocational guidance to the public employment centers, working relationships are developed so that the activities of one agency complement those of the other. This scheduling of services predominates in India and Ceylon. Second, if educational and vocational guidance is entrusted to the schools with the Ministry of Education having over-all responsibility, then the employment centers which provide vocational guidance and employment counseling work with the schools in a consultative capacity. This is apparent in China (Taiwan), Korea, Malaysia, the Philippines, and Thailand. Third, the public schools are directed to provide employment security officers, with whom school officials cooperate. This is generally illustrated in the case of Japan.

Presently, there exists in the Asian region a growing tendency to broaden the concept of guidance. This is evident in the case of India whereby leaders in the field are re-orienting themselves and re-examining their guidance goals against the background of national conditions. China (Taiwan), although still concerned with manpower utilization, is stressing individual personal development.
Guidance Orientations

The theoretical framework of formal guidance services in Asia is essentially western. The western model of guidance and counseling is evident in the words of spokesmen from China, Ceylon, India, Japan, Korea, Malaysia, Philippines, Singapore, and Thailand. The heavily western influence may be a direct result of accepting the west's democratic philosophy of education basic to the establishment of free and universal education. In any case, guidance literature dealing with concepts and theories written by foreign experts are translated into Asian languages and used as guidebooks in the schools and the employment services. Very little attention has been paid by Asian nationals to the fact that western theories of guidance and counseling evolved out of western culture and were framed within a concept of the western man. The beginnings of critical examination of guidance concepts are visible in the urging and encouragement of professional associations. Hence, the All-India Educational and Vocational Guidance Association exhorts its membership to examine guidance goals in the light of India's national goals for socio-economic development. A similar plea is voiced by the Chinese Guidance Association in its promotional activities for the cause of guidance. Japan's Vocational Guidance Association is concerned with the same issue and the Philippine Guidance and Personnel Association emphasizes the same concern.

That Asian countries are aware of the developmental function of guidance is reflected in the attempts to set up guidance services at the elementary level. As special guidance programs for elementary school pupils in Asia do not actually exist, school authorities compensate through continuous revision, re-orientation, and enrichment of curricular and co-curricular offerings to
insure optimum development of pupils. Teachers at this level are relied upon to carry on the task of integrating guidance with the total instructional program. It is then the elementary teacher's task to see to it that all pupils are benefiting from their school experiences. To do that, the teacher has to know his charges individually, observe and study their behavior and characteristics, and help them adjust to school life by setting up situations favorable to learning. In the view of spokesmen from all Asian countries except Cambodia, the above practice constitutes guidance at the compulsory level.

In contrast to elementary school guidance, a different situation exists in the secondary stage. Quite obviously, Asian national authorities are concerned with setting up educational and vocational guidance services in the early phases of secondary education. They state that the need for guidance becomes acute at this stage due to diversification of the high school curriculum.

Among Asian countries, the trend in secondary education is toward specialization in the later stages of high school. Thus, in the middle of their high school careers, students have to make a choice as to what kind of activities they would prefer doing after graduation. To help them with these choices, members of the school's guidance staff meet with students either in groups or individually.

Organizational Set-up.

Formalized guidance services are a shared responsibility. In the Asian region, the Ministries of Education or Departments of Education have responsibility for educational and vocational guidance in the schools while Ministries of Labor have similar responsibilities in the public employment centers. Depending on what stage of development an Asian country has attained, Asian
national authorities have worked out cooperative relationships between education and labor. India's Central Bureau of Educational and Vocational Guidance and the State Bureaus of Guidance work with the central and the state employment exchanges, respectively, in providing occupational information. Japan's Public Employment Security Offices provide direct vocational guidance services in the school systems. Malaysia's Vocational Guidance Coordinating Committee does the liaison work for Employment Services and the public school systems. In Singapore, the Vocational Guidance Steering Committee coordinates all the efforts of agencies concerned with helping youth with problems of vocational choice and adjustment. Thailand has a Commission in Student Employment which coordinates the activities of all educational institutions and the public employment services. In China, three agencies work toward cooperation between educational sectors and labor sectors: a commission within the Ministry of Education, a National Youth Commission, and a Human Resources Committee. Thus, Asian countries are implementing the concept of guidance as a cooperative enterprise.

Basic Guidance Services

Authorities in Asia generally accept the five basic services of school guidance. It does not follow that all of these are developed to the same degree. In some cases the dissemination of occupational information is the center of attention. Again this is a reflection of Asia's pre-occupation with the effective utilization of manpower resources as a primary goal of guidance. In Ceylon, for instance, guidance was specifically set up to provide vocational information to both pupils and parents, although eventually, the schools provided for other services to a lower degree than the informational
one. In the Philippines, school activities for disseminating information on vocational opportunities predominate; the same is true in India, Japan, Malaysia and Singapore.

Where guidance services are initiated in the Asian region, the following aspects are discernible:

**Pupil Inventory Service**

When Asian nations realized that knowledge of the environment alone does not make for wise vocational choices, competent authorities shifted their attention to individual personal assessment. A common practice in this area is the use of cumulative records mentioned in the reports of all Asian countries except Cambodia. These records contain identifying data of pupils, home and family backgrounds, school grades, and results of standardized tests taken. Ceylon reports a special student technique (Self-Inventory Service) used for Grades 6-8 to present graphically their students' three-year academic progress.

Personal data sheets, questionnaires, autobiographies, personal essays, and sociometric devices are used in India, the Philippines, Japan, and Ceylon. Teacher observations of pupil behavior in class and in play recorded and filed in student folders furnish additional information about pupils.

**Testing Services**

Tests of achievement, intelligence, aptitude, and interest are administered to Asian students. Both local and foreign tests are used.

All Asian countries realize that effective pupil assessment presupposes the availability of valid and reliable testing instruments and the availability of trained personnel not only to administer them but also to interpret the test results. In all of Asia there is a lack of evaluative ins-
truments standardized for local use. In all cases, where foreign tests are used, users are cautioned about the interpretation of the results. In countries where a number of schools use English as a medium of instruction, imported tests in English are given in their original form. India and the Philippines are prime users. Japan, China, Korea, parts of India, and Ceylon make translations of foreign tests, re-adapt them to their respective situations, and re-standardize them for local use.

Although imported tests are still in use, there is a growing trend to develop locally-made tests. Asian authorities became dissatisfied with the foreign tests for obvious reasons: the difficulty of obtaining expert translations, the presence of culturally-determined test items, and the dangers of misinterpreting test results. To fill the need, the test construction and validation is going on to supply the schools and employment services with valid and reliable tools for appraisal. Japan, India, China, Ceylon, Cambodia, Malaysia, Korea, and the Philippines have projects to develop sufficient measurement tools for guidance and counseling purposes.

Informational Services

Of all basic services, the information phase is the best developed by far, and of all areas of information, the one given the most emphasis is the occupational area. This is significant in view of the fact that scientific studies of occupations and job analysis surveys are conspicuously lacking. The beginnings of such studies have already been conducted by the Ministries of Labor in India, Japan, the Philippines, and Thailand. In all Asian nations, the labor sectors compile data on job vacancies opportunities, and occupational trends and publish job guides and bulletins which are distributed to the schools.
The pattern in disseminating information include homeroom activity (Japan) in which teachers meet students for at least one period a week to give information pertaining to their school environment, to discuss their academic problems, and to help them with their personal-social relationships. Orientation programs are conducted in all the countries studies except in Cambodia. Career conferences (in India) give students the opportunity to listen to lectures and talks of prominent persons in various fields. Visits to factories and plants (in Ceylon and Japan) permit students to observe closely the work conditions in such places. Individual and group projects (in Ceylon) give students experiences in locating sources of accurate, up-to-date and comprehensive occupational information. In general, all countries have compiled data about jobs and occupations and printed them in monographs, brochures, career guides and bulletins for distribution to the schools.

Counseling Services

Much of the so-called counseling in the Asian setting is essentially an individual information-giving interview. In this situation advice-giving is common, although there is no conscious attempt to force a choice on the student (India and Ceylon).

Counseling in the public employment centers for registrants is associated with the placement interview in which each applicant is told about his occupational qualifications (after a preliminary interview for evaluation purposes) and the requirements of the jobs that are currently open to him, (India, China, Malaysia, and Ceylon).
Placement Services

Educational placement in Asia is the responsibility of individual schools and the Ministries of Education. Pupils are grouped according to academic achievement as they progress from grade to grade as in China and the Philippines. Successful completion of a certificate examination assures graduating students of a place in the next higher level of education (Ceylon, India and China).

As for occupational placement, two trends are apparent. The schools may refer graduates to public and private employment services and from then on the students are on their own. This happens in all Asian countries. A second pattern (existing in Japan) employs the services of vocational guidance officers from the public employment security offices who visit the schools and conduct their placement interviews right in the school setting.

Follow-up Services

The beginnings of systematic follow-up exist in India and Japan. Both the Ministry of Education and Ministry of Labor are interested in finding out the kinds of activities engaged in by students after they leave school. Most follow-up data are aimed to improve the educational programs in the schools, in order to raise the quality of pupil achievement.

Training of Guidance Workers

Guidance workers in Asia are ordinarily recruited from the ranks of teachers. Their titles vary from career masters (India, Ceylon, and Singapore) to school counselors (India and the Philippines). In the employment centers, the titles may be vocational guidance officers or youth employment counselors.
In most Asian countries, teachers without previous training may be given guidance responsibilities. Eventually they receive some training (through in-service programs) and are supervised periodically.

Generally, the requirements for appointment as a teacher-counselor or career master include certification as a trained teacher and a successful teaching experience for several years. In one country (Ceylon), the candidate for appointment needs to be endorsed by his principal who must certify that the would-be guidance worker has the interest and the ability to work with children.

Two general patterns of obtaining training for school guidance workers are indicated. Either Asian nationals attend foreign universities through grants and scholarships as in the case of India, Ceylon, China, Korea, and the Philippines, or experts from Australia, England, France, Sweden and the United States visit Asia and the Far East to conduct and direct training courses as in the case of Ceylon, Malaysia, Singapore, India, Japan, Korea, Thailand, and the Philippines. Each Asian country utilizes both methods according to arrangements made with international agencies.

If training is obtained within the country, this may take the form of an introductory guidance course included in the undergraduate teacher education program. Graduates of this program have at least an initial guidance orientation when they are assigned guidance duties. Thailand and the Philippines have this type of program. Another alternative form of training is the in-service training program (or pre-service, if taken prior to actual appointment as a teacher-counselor). This may last from a week to a year and may be conducted as in-service workshops, credit seminars, and summer workshops.

Although well-developed counselor preparation programs are not widespread in the Asian region, the ones that do exist are offered at the graduate
level in either the Department of Psychology or Department of Education (China, the Philippines, and Thailand). The subjects covered may include principles and techniques of guidance and counseling, personality development, educational psychology, pupil assessment, occupational information, and supervised practicum. Graduates of these programs perform specialized and professional services in the schools.

As for the training of guidance workers in the public employment services, Ministries of Labor provide their own training schemes. Japan illustrated this case; its training for vocational guidance officers is on two levels. Successful trainees are appointed to work in the various offices.

Professional Associations

Guidance workers in Asia are beginning to band and work together toward advancement of guidance and counseling in their respective countries. The oldest of the professional associations in Asia is the Japan Vocational Guidance Association existing since 1927. The All-India Educational and Vocational Guidance Association officially formed in 1956 is credited with advancing the development of guidance and counseling in India. The Chinese Guidance Association is doing similar work in Taiwan. Although the Philippine Personnel and Guidance Association is an infant in comparison with the other three, it has survived the difficulties and trials of finding its own identity.

International Cooperation

What is often reflected in the words of Asian reports is a growing desire to exchange information pertaining to guidance and counseling with the rest of the world. Most of the activities that have been going on are those
made possible through the technical assistance programs of International Labor Organization, United Nations Educational Scientific Cultural Organization, and the United States. All Asian countries except Cambodia benefited from any, or all, these programs. Exchange of guidance literature has been going on among Japan, India, China, and the Philippines, and professional associations in the United States. A significant venture by the Chinese Guidance Association provided a training course for Vietnamese educators.
support and encouragement from the public authorities. Without that, it cannot
even offer the services it proposes to provide.

Pertaining to the second factor, the personnel problem, which is felt
in all Asian countries, the greatest need is for counselors who will organize
guidance services in individual schools and for guidance coordinators who will
direct the establishment of district-wide programs. As for the third factor,
the lack of facilities, the primary concern is how and where to house guidance
services in places where there are not even enough classroom for all pupils
of compulsory school attendance age.

Measures for strengthening the guidance programs of various Asian
countries should be considered in the light of the realities facing each nation
in the region. First, it must be borne in mind that except for Japan, all the
countries selected in the study are developing countries. Their economies are
still essentially agricultural; more than half of their working populations
are still connected directly or indirectly with the cultivation of the soil.
Problems of agricultural production face many of these nations particularly
because of adherence to traditional modes of agriculture. Attempts to diversify
the economy are evident in the introduction of light industries for the
manufacture of goods and the processing of agricultural crops. Aside from
Japan, India and China are turning to heavy industries to boost their economies
and provide employment opportunities for the swelling populations. The intro-
duction of light industry (together with the transition to heavy industry in
a few countries) has brought with it drastic changes in the occupational
structure and patterns.

A second reality in Asia is the rapid growth of population which
brings with it a host of social and economic problems. Not only must jobs be
made available to growing numbers, but also facilities for education and training must be provided for them. Hence, Asian governments should get the cooperation of private business and industry in order to increase job opportunities and thereby absorb the yearly increase in the worker population.

Although Asia's population are not as mobile as those of the west, there are signs that rural folks are converging in the urban centers in search of more profitable ways of earning a living than tilling the soil. The social and economic problems resulting from these migration are well-known and every Asian city of today has its share of these problems.

A third consideration for Asia is the rapidly changing structure of family and social life and the gradual evolution of values and traditions. The adoption of western habits and practices in Asia has brought about an identity crisis and a widening gap between the parents and the young generation.

After considering a few of the realities facing Asia today, we can state some guidelines toward full implementation of guidance in the region. It is to be noted that successful promotion of the guidance idea will depend to a large extent not only on the support and cooperation it receives from within its own borders but also from the rest of the world, especially from its more advanced sectors.

For developing guidance programs in Asia it is recommended that:

1. Both the Asian public in general and the authorities in particular recognize the importance of guidance for the welfare of all citizens and the welfare of all nations; they should consider it a critical area to establish and develop adequate guidance and counseling services to meet the needs of Asian children and youth.
2. Asian communities and proper authorities re-examine their concept of guidance in terms of setting up realistic goals for the individual. This process presupposes a study of the socio-economic conditions. The study of the environment should be complemented by a study of the Asian personality - how it grows and develops in the presence of factors which either enhance or inhibit its growth.

3. Once the need for guidance is given recognition, Asian authorities make a commitment to establish at least a minimum of guidance services in strategic spots which will serve as models for the rest of the region. These established services should be considered an essential part of the school program just as are instruction and administration.

4. The national authorities in each Asian country provide enough leadership in all areas of guidance. There should be incentives and encouragement given to the efforts of private individuals who attempt to introduce guidance even in a limited scale.

5. In organizing guidance services, national authorities place the responsibility of setting up the guidance program in the hands of competent personnel. While there are guidance tasks which can be properly performed by teachers and other school personnel in secondary and elementary schools, it must be emphasized that guidance and counseling is a professional service and as such it should be dispensed by qualified persons.

6. The basic guidance services of pupil inventory, testing, information, counseling, placement, and follow-up be given equal importance and developed organically for each is interrelated with all the others. A weakness in one service is reflected in the others and interferes with the effectiveness of the total program. If pupils are to be helped as early as possible in their
school careers, basic services should be available from the very first years of schooling and throughout their entire stay in school. Asian national authorities should realize that the implementation of elementary school guidance is a sound investment which, if given time, would show rich dividends in terms of national growth and development.

Pupil Inventory Service

There should be a system of records containing cumulated data on every student. Classroom teachers should be of most help in gathering data about pupil characteristics for they are with them during most of the school day. It is therefore proposed that teachers be given extensive and intensive in-service training to achieve sufficient understanding of guidance procedures and techniques. For instance, the techniques of collecting accurate and objective information about pupils should be understood according to the appropriate uses that are made of the collected data or results.

Studies of pupil behavior and characteristics should begin from the first year of primary school and continued throughout the years of school attendance. Information must be derived from a variety of techniques in order to get a comprehensive picture of the individual studied.

Testing Services

These should be organized systematically for purposes of guidance. Since there is a lack of evaluative instruments in the Asian region, test development programs has to be initiated in places where they do not exist or should be continued if they have already been started. International cooperation in this area should be explored and expanded. It is necessary that tests for guidance purposes be adapted to Asian conditions.
Informatioal Services

These will furnish the youth with adequate facts and knowledge about the environment to facilitate future educational, vocational, and personal-social adjustment. There should be a pooling together of all school personnel efforts to disseminate information to students so as to avoid overlapping of activities and prevent waste of energy.

Reliable information on careers and occupations should be provided in usable form through a variety of methods. In this regard, close cooperation with business and industry should be maintained in order to insure a continuous flow of information such as on occupational trends and requirements.

Counseling Services

Counseling services must be the focal point of all phases of guidance. Opportunities for counseling assistance should be made available to all pupils. Since counseling is a professional service, it should not be entrusted to persons who have neither the training nor the temperament to give such assistance.

Counseling techniques and practices for working with Asian children should be considered in relation with the cultural determinants existing in the region which shape behavior and personality. Varying patterns of experiences in a given culture determine the manner in which people exhibit their reactions and adjustments to the environment. It is, therefore, essential that Asian counselors make a study of the factors in their culture which enhance or obstruct the success of their counseling procedures.
Placement Services

These must be maintained by national authorities to assist all young people in locating suitable job openings and finding opportunities for further education and training. Here again, continuous cooperation between school and industry is basic to effective functioning of such services. In planning for placement, special provisions should be made not only for the gifted but also for those with physical or intellectual limitations. There should be, however, a consistent balance of activities to take care of all pupils. Although special attention should be given to the talented and the physically-handicapped, the more numerous ones with average aptitudes and abilities should not be neglected.

Follow-up Services

Organized and systematic measures should be taken by Asian authorities to conduct follow-up studies aimed primarily to help the recipients of guidance services overcome the initial and ensuing difficulties of adjustment as they carry out their educational and vocational plans. Constant follow-up should show up the weak and strong spots of the schools' guidance services and must form the basis for removing imperfections, revising the total program, and enhancing the good points.

7. The training of guidance workers should receive the special attention and support of Asian national authorities for the quality of guidance services is reflected by the competencies and qualities of those who do guidance work. In-service training for teachers has been mentioned in connection with the assignment of capable teachers to perform some guidance tasks as in
the assessment of pupil behavior and performance. Since the general pattern in the Asian region is the recruitment of teachers to carry out guidance functions, it is imperative to include a course in guidance principles and procedures in the pre-service training of teachers.

For those who are assigned to set up guidance programs in schools and conduct specialized services such as counseling, there must be formal counselor preparation programs either entirely supported by government agencies or partially subsidized. In the latter case, special arrangements with private institutions should make it possible to establish training programs within a short period of time. Possibilities for international cooperation in this area should be looked into.

8. Professional associations of guidance workers should be supported by national authorities. Recognition should be given for the efforts of such associations to promote guidance in the region. Too often the activities of these groups pass unnoticed by the public. Hence, the proper authorities should take it as their responsibility to periodically arrange joint efforts in promoting guidance in the schools.

It is probable that Asian countries have a high interest in guidance but do not have the necessary funds, personnel, or facilities. Still, much can be accomplished through international cooperation. There is more than enough evidence that the advanced countries today are willing to help. Arrangements is possible on a government-to-government basis, or among professional associations already existing.

9. Asian authorities should utilize in full-scale the technical assistance programs of international agencies such as the International Labor Organization and the United Nations Educational, Scientific, and Cultural
Organization. They should take the initiative in seeking assistance from advanced countries which have the knowledge and means as well as the experience of establishing guidance services. Through these procedures experts from the developed countries would make visits to Asia to conduct training courses for guidance personnel and Asian nationals would be sent abroad for further training.

10. The professional associations of guidance workers throughout the world should join forces and support and strengthen the International Association of Educational and Vocational Guidance. Within this international body, there should be regional groupings such as a European, South American, North American, African, or an Asian section. Periodically, regional conferences should be called for open discussions relating to problems of guidance and counseling peculiar to a given region. Then every two years delegates from each region should meet in a convention to take stock of the status of guidance and define the best directions for favorable changes.

11. Each association of professional guidance workers should have a permanent committee responsible for working out programs of international guidance activities:

a) Constant communication among countries should be facilitated through exchange of guidance literature such as journals and other publications of the associations. Results of researches and investigations in guidance should be made known so that other countries are benefited. If other disciplines have progressed far in this regard, guidance and counseling should not be far behind.

b) Exchanges of testing materials and test development techniques should be considered.
c) Exchanges of guidance personnel for upgrading of competencies and skills in guidance and counseling must be established.

12. National associations of guidance personnel should further engage in cooperative activities with the International Labor Organization especially in the area of vocational guidance -- the compilation and the dissemination of occupational literature. Cooperative undertakings with the United Nations Educational, Scientific, and Cultural Organization should facilitate the provision of educational and vocational guidance in Asia. Maintaining cooperative relationships with the American Personnel and Guidance Association should release a steady flow of expert assistance.

This study closes with the hope that guidance will become a vital force in the Asian region. The needs are many and the problems are formidable, but with the cooperation of all there should come a time when the guidance efforts of many will reach every Asian child.
BIBLIOGRAPHY

Books


---


*Articles, Periodicals, and Pamphlets*


Beals, Lester M.  "Organization of Guidance in Turkey." *Phi Delta Kappan,* XXXVI (June, 1955), 343-44.


"Certain Recent Educational Developments in Japan." Foreign Education Digest, XXX, No. 2 (October - December, 1965), 106-111.


Director of Public Schools, Pupil Guidance in the Elementary School, Bulletin No. 17, Manila: Bureau of Public Schools, s. 1951.


Jalota, S. "Intelligence Testing in India." Indian Psychological Review, I, No. 2 (1965), 96-107.


---


---


---


---


---


---


---


---


---


Mohsin, S. M. "Discovery and Development of Talents." Journal of Vocational and Educational Guidance, IX, No. 6 (November, 1963), 152-159.


UNESCO. "Review of Educational Progress on the Asian Region." Bulletin of the UNESCO Regional Office for Education in Asia, I, No. 1 (September, 1967).

---

UNESCO. "Widening Horizons of Education in the Asian Region." Bulletin of the UNESCO Regional Office for Education in Asia, II, No. 1 (September, 1967).


Unpublished Materials


APPROVAL SHEET

The dissertation submitted by Esperanza A. Abrajano has been read and approved by members of the Department of Education.

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Philosophy.