

III - Personnel Service in Education

BF
637
.C6
G85
1963

State of Iowa
1963

GUIDANCE SERVICES

SUGGESTED POLICIES FOR IOWA SCHOOLS

Published by the
STATE OF IOWA
Des Moines

3-740



State of Iowa
1963

GUIDANCE SERVICES

SUGGESTED POLICIES FOR IOWA SCHOOLS

Iowa Cooperative Curriculum Development Program

Issued by

Iowa State Department of Public Instruction

Published by the
STATE OF IOWA
Des Moines

Price \$1.00 per copy. Order from the State Department of Public
Instruction, State Office Building, Des Moines 19, Iowa.

STATE BOARD OF PUBLIC INSTRUCTION

HARRY M. REED, Waterloo (President)
STERLING B. MARTIN, Melrose (Vice President)
C. W. ANTES, West Union
DELMAR F. BUSSE, Oakland
SHERMAN W. HIRSCHLER, Fairfield
C. E. JUDD, Thompson
LESTER MENKE, Calumet
MRS. JAMES SHANNAHAN, Des Moines
MRS. OTHA D. WEARIN, Hastings

DEPARTMENT OF PUBLIC INSTRUCTION ADMINISTRATION

PAUL F. JOHNSTON, Superintendent of Public Instruction and Executive Officer of
State Board of Public Instruction
W. DALE CHISMORE, Assistant Superintendent—Instruction
W. T. EDGREN, Assistant Superintendent—Administration

Division of Advanced Education and Instructional Services

Wayland W. Osborn, Director

IOWA COOPERATIVE CURRICULUM DEVELOPMENT PROGRAM

Central Planning Committee

W. Dale Chismore, Assistant Superintendent—Instruction, State Department of Public Instruction (Chairman)
Wayland W. Osborn, Director, Division of Advanced Education and Instructional Services, State Department of Public Instruction (Alternate Chairman)
Harold E. Dilts, Consultant, Curriculum Development, State Department of Public Instruction (Committee Coordinator)
W. T. Edgren, Assistant Superintendent—Administration, State Department of Public Instruction
Boyd H. Graeber, Director, Division of Vocational Education, State Department of Public Instruction
Donald C. Henn, Principal, John Adams Junior High School, Mason City
Wm. Lee Hoover, Consultant, Guidance Services, State Department of Public Instruction
Paul F. Johnston, Superintendent, State Department of Public Instruction
Virgil S. Lagomarcino, Director of Teacher Education, Iowa State University, Ames
Drexel D. Lange, Director, Division of Special Education, State Department of Public Instruction
Robert W. Langerak, Principal, Smouse Elementary School, Des Moines
C. Louis LeCocq, Curriculum and Instruction Director, Dubuque Community School District, Dubuque
Alfred Schwartz, Dean of the University College, Drake University, Des Moines
Richard N. Smith, Director, Division of Administration and Finance, State Department of Public Instruction
Franklin D. Stone, Superintendent, Keokuk Community School District, Keokuk
S. T. Tweed, Superintendent, Winnebago County Schools, Forest City
L. A. Van Dyke, Professor of Education, State University of Iowa, Iowa City (Editorial Consultant)
Guy Wagner, Director of Curriculum Laboratory, State College of Iowa, Cedar Falls (Editorial Consultant)
Paul E. Wallace, Director, Division of Supervision, State Department of Public Instruction

Guidance Area Committee

Kenneth B. Hoyt, Professor of Education, State University of Iowa, Iowa City (Chairman)
Wm. Lee Hoover, Consultant, Guidance Services, State Department of Public Instruction (Co-Chairman)
Richard Banning, Guidance Director, Mason City High School, Mason City
David H. Bechtel, Director of Area Community College Study, State Department of Public Instruction
William J. Bolt, Deputy Director of Education, U. S. Army Dependents' Education Group, APO No. 164, New York
(Formerly Superintendent, Perry Community Schools, Perry)
Ray Bryan, Head, Department of Education, Iowa State University, Ames
Charles E. Cooper, Associate Professor of Education, State University of Iowa, Iowa City
Richard Merriman, Associate Professor of Education, Idaho State University, Pocatello (Formerly Associate Professor of Education, Iowa State University, Ames)
Wray Silvey, Professor of Education, State College of Iowa, Cedar Falls
Giles J. Smith, Assistant Consultant, Guidance Services, State Department of Public Instruction
Stuart Tiedeman, Professor of Education, Drake University, Des Moines

Production Committees For Guidance Handbook

A Guidance Concept

Wray Silvey, Professor of Education, State College of Iowa, Cedar Falls (Chairman)
Richard Banning, Guidance Director, Mason City High School, Mason City
Richard M. Clugston, Counselor, Elementary Schools, Karlsruhe, Germany, APO 163, New York (Formerly Director of Guidance, Cedar Falls Community Schools, Cedar Falls)
Richard Downs, Guidance Coordinator, Cerro Gordo County Schools, Mason City
Joseph T. Doyle, Counselor, East High School, Waterloo
Harold B. Engen, Guidance Coordinator, Lyon County Schools, Rock Rapids

Basic Elements in a Guidance Program

Richard Merriman, Associate Professor of Education, Idaho State University, Pocatello (Formerly Associate Professor of Education, Iowa State University, Ames) (Chairman)
Ray Bryan, Head, Department of Vocational Education, Iowa State University, Ames
Boyd V. Cammack, Guidance Director, Storm Lake Community Schools, Storm Lake
Edward C. Drahozal, Graduate Assistant, State University of Iowa (Formerly Counselor, Jefferson Community Schools, Jefferson)
Richard Nystuen, Director of Guidance, Cedar Falls Community Schools, Cedar Falls (Formerly Director of Guidance, Humboldt County Schools, Dakota City)
E. Paul Seydel, Principal, High School, Fort Dodge

Roles and Relationships

Charles E. Cooper, Associate Professor of Education, State University of Iowa, Iowa City (Chairman)
Elizabeth Burlanek, Counselor, George Washington High School, Cedar Rapids
Wilbur Cline, Guidance Director, Davenport Community Schools, Davenport
Brony F. Kastantin, Dean of Boys and Guidance Counselor, Ottumwa High School, Ottumwa
Robert E. Owen, Principal, Bettendorf High School, Bettendorf
John L. Shultz, Graduate Assistant, State University of Iowa, Iowa City (Formerly Counselor, Thomas Jefferson High School, Cedar Rapids)

Facilities and Costs

Wm. Lee Hoover, Consultant, Guidance Services, State Department of Public Instruction (Co-Chairman)
David H. Bechtel, Director of Area Community College Study, State Department of Public Instruction (Co-Chairman)
William J. Bolt, Deputy Director of Education, U. S. Army Dependents' Education Group, APO No. 164, New York (Formerly Superintendent, Perry Community Schools, Perry)
Richard A. Leed, Counselor, East Side Junior High School, Council Bluffs
E. Gordon Poling, University of South Dakota, Vermillion, South Dakota (Formerly Guidance Director, Woodbury County Schools, Sioux City)
Erling A. Rasmussen, Counselor, Harlan Community Schools, Harlan

Evaluating the Guidance Services

Stuart Tiedeman, Professor of Education, Drake University, Des Moines (Chairman)
Elroy Condit, Vice Principal, Woodrow Wilson Junior High School, Des Moines
Arthur R. Eady, Teacher-Counselor, Indianola Community Schools, Indianola
Gary L. Oliver, Principal, Johnston Consolidated School, Johnston
Harlan A. Roloff, Counselor, Franklin Junior High School, Cedar Rapids

THE HISTORY OF THE UNITED STATES OF AMERICA

The history of the United States of America is a story of growth and development. It begins with the first settlers who came to the continent in search of a new life. They found a land of vast resources and opportunities, but also one of challenges and hardships. Over the years, the United States has grown from a small colony to a powerful nation, and its history is a testament to the resilience and spirit of its people.

The early years of the United States were marked by a period of exploration and discovery. The first settlers, who came from Europe, found a land of vast resources and opportunities. They found a land of vast resources and opportunities, but also one of challenges and hardships. Over the years, the United States has grown from a small colony to a powerful nation, and its history is a testament to the resilience and spirit of its people.

The United States has a rich and diverse history, and its people have made many contributions to the world. From the first settlers to the present day, the United States has grown from a small colony to a powerful nation, and its history is a testament to the resilience and spirit of its people.

The United States has a rich and diverse history, and its people have made many contributions to the world. From the first settlers to the present day, the United States has grown from a small colony to a powerful nation, and its history is a testament to the resilience and spirit of its people.

The United States has a rich and diverse history, and its people have made many contributions to the world. From the first settlers to the present day, the United States has grown from a small colony to a powerful nation, and its history is a testament to the resilience and spirit of its people.

FOREWORD

Guidance Services are an indispensable part of the modern educational program. Without such services available to Iowa youth, it is difficult to imagine an educational program that can be comprehensive in scope and individual in purpose.

This publication is intended to provide a basic statement of suggested policy with reference to the guidance function in public education. It is hoped that as local schools compare their policies and programs with the contents of this publication, clear means will be evident for strengthening guidance services for all Iowa youth.

PAUL F. JOHNSTON

State Superintendent of Public Instruction

PREFACE

This handbook has been written as a statement of suggested guidance policies which can be implemented and made meaningful in Iowa schools in the years just ahead. We have written about what we know and believe to be workable today—not what we *guess* will be workable at some indeterminate point in the future. It is recognized and anticipated that, as a statement ready for use today, the contents of this handbook will become somewhat outdated within ten years. It is our sincere hope that new knowledge in the form of research evidence will make its revision mandatory even sooner.

As a suggested statement of policy, we have made two assumptions which in Iowa schools appear to us to be defensible. The first is that the Iowa school administrator needs a concise reply to the directive he gives his counselor; namely, "*State your position and defend it.*" This we have tried to do. We have not tried to avoid discussion of certain concepts because they are difficult. Neither have we tried to talk down to our professional colleagues in education by trying to make these difficult concepts sound simple. There is only one reference noted in the manuscript and no bibliography appended. We have tried to think independently in terms of what we know about guidance *and* about education in Iowa.

The second assumption we have made is that, in Iowa schools today, a "why-we-do-it" document is needed more than a "how-to-do-it" approach.

Thus, there are no sample forms, no blueprints, and no techniques included. The professionally educated school counselors of Iowa, the Guidance Services Section of the Iowa State Department of Public Instruction, and the four counselor education institutions in the State stand ready to provide the technical assistance required to implement these policies.

To *state* a set of policies such as has been done here does not *make* policy for any individual or any school. It should make a substantial contribution, however, towards the development of individual and local school policies. Some of what is said here will be objectionable to many currently employed Iowa counselors. Other parts may cause many Iowa school administrators to disagree. It is hoped that *most* of what is said will be acceptable to both. There have been too many guidance policies issued at the national level recently aimed at pleasing counselors but ignoring school administrators. Likewise, there have been too many administrators formulating guidance policies without consulting counselors. We need a statement of policy with which both counselors and school administrators can find basic agreement. This document is intended to serve as a framework for meeting that need.

—Kenneth B. Hoyt, Chairman
—Wm. Lee Hoover, Co-Chairman
Guidance Area Committee

TABLE OF CONTENTS

CHAPTER

I. A Guidance Concept	1
Guidance: A Definition and a Point of View	1
Issues to Be Resolved in Implementation of a Guidance Point of View	2
Issue No. 1: The School Counselor's Commitment to Education	3
Issue No. 2: The Extent to Which Quality Guidance Services Should Be Made Available to All Pupils	4
Issue No. 3: The Extent to Which Guidance Should Be a Part of Both Elementary and Secondary Education	4
Issue No. 4: The Extent to Which Counseling Should Be Oriented Around Developmental As Opposed to Remedial Goals	5
Issue No. 5: The Extent to Which Specialized Guidance Staff Should Be Employed	6
Issue No. 6: The Question of Teacher-Counselors Versus Full-Time Counselors	7
Issue No. 7: The Counselor-Pupil Ratio in the Secondary School	7
Issue No. 8: The Extent to Which Counseling Information Should Be Considered Confidential	8
Issue No. 9: The Extent to Which Guidance Can Be Carried Out in Groups	9
Issue No. 10: The Extent to Which Guidance Should Be Dependent Upon Out-of-School Resources	9
Summary	10
II. Basic Elements in the Guidance Program	11
The Basic Guidance Needs of Youth	11
The Basic Guidance Services	12
The Appraisal Service	12
Environmental Information Service	13
Counseling Service	14
Services to Pupils in Groups	14
The Evaluation Service	15
Skills Required in Guidance	15
Skills in Knowing and Understanding Pupils	15
Skills in Collecting and Disseminating Environmental Information	17
Skills in Identifying Guidance Needs of Pupils	17
Skills in Helping Pupils Understand Themselves and Their Environment	17
Skills in Using Nonschool Resources	17
Skills in Helping Pupils Make Choices, Decisions, and Adjustments	18
Skills in Assisting Youth to Accept Responsibilities for Choices and Decisions	18
Skills in Implementing Choices, Decisions and Adjustments	18
Conditions Necessary For Action	18

III. Roles and Relationships	20
The School Counselor as a Specialist in Education	20
The School Counselor as a Person	22
The School Counselor's Role in Guidance	23
The Pupil's Role in Guidance	24
The Teacher's Role in Guidance	26
Administrator's Role in Guidance	28
Counselor Relationships in the Guidance Program	29
Conclusion	35
IV. Physical Facilities and Costs in Guidance	36
Physical Facilities	36
Counselor Offices	36
The Guidance Information Center	37
The Pupil Record Center	38
The Concept of a Guidance Suite	39
Costs of Guidance	39
Direct Operational Costs of Guidance: Salaries	40
Direct Operational Costs of Guidance Other Than Salaries	41
Summary	42
V. Evaluation in Guidance	43
Purposes of Evaluation in Guidance	43
Approaches to Evaluation	43
Problems in Evaluation	48
Suggestions for Evaluation	49
Summary	50

CHAPTER ONE

A Guidance Concept

RECENT international events have made it abundantly clear that the successful operation and continued growth of a democratic society is directly dependent upon the education of its citizenry. Equally obvious is the fact that as a democratic society grows in complexity the need for an educated citizenry increases rapidly. The survival of a democratic form of government in competition with other forms of government must rest on the wisdom of decisions made by all its citizens. As a consequence, a democratic society must be concerned with education for all rather than education for a selected few. The responsibilities of education in a democratic society are of such a nature that no educator can afford to conceive of his functions without beginning at this point of societal need.

Education best serves a democratic society by recognizing and meeting educational needs of the *individuals* who are members of that society. Among such individuals, the educational needs of elementary- and secondary-school-age youth are of prime concern. Included in the educational needs of such youth are: (1) the need to receive the benefits of an educational program uniquely appropriate to their interests and abilities; and (2) the need to make wisely those decisions which represent both the rights and responsibilities of a democratic citizenry—decisions which reflect the philosophy that every individual has maximal freedom to lead his own life without interference or dictation from external sources; and that, by doing so wisely, the society will reap maximal benefits.

It is a recognition of these joint responsibilities of education—(1) responsibilities to our democratic society, and (2) responsibilities to each individual in that society—that leads to a recognition of *guidance* as an integral part of education. The acquisition

of knowledge about things must be accompanied by the acquisition of knowledge about self if such knowledge is to have potential for truly positive application. Freedom to choose must be accompanied by assistance in the decision-making process if it is to lead to wise decisions. It is recognition of the potential *benefits* and the potential *dangers* of education in a democracy which leads to the conclusion that guidance must be considered an integral part of the educational process.

Guidance: A Definition and a Point of View

Guidance is that part of the total educational program designed to foster maximal development of individual potentialities through providing school wide assistance to youth in the choices, decisions, and adjustments each must make as he moves toward maturity. This definition carries many implications for guidance both as a point of view and as a set of specific services. Here, an attempt will be made to expand on the definition only in terms of what can be regarded as a guidance point of view. Chapter II will discuss guidance as a set of specific skills, services, and competencies.

First, guidance is viewed as a *part* of education, but not as synonymous with the term "education." While education can be viewed in many ways, guidance personnel have found it convenient to think of the three major parts of education as being instructional, administrative, and pupil personnel services. In this context, guidance is seen as one of the pupil personnel services in education. The need for administrative and pupil personnel services to be added to instructional services in order for the objectives of education to be accomplished is present in every school. The need for specialized personnel to perform such services is

directly related to the necessity for individualized education in our American society.

Second, guidance is viewed as having goals which are primarily developmental with secondary emphasis on remedial and preventive objectives. It is in this emphasis on development of potentialities existing within each youth that guidance is most clearly differentiated from other pupil personnel services and, at the same time, most closely allied with what teachers regard as their major instructional responsibility. In taking such direction, guidance people believe that every pupil has the potential for making positive contributions to society in such a way as to reap personal satisfactions for himself. Further implied is the assumption that the expected and desired outcomes of education in a democratic society lie in maximizing differences in potentialities which exist among pupils—not in making each pupil more like other pupils in terms of potentialities for achievement, but rather by allowing each pupil to be as different as possible in accordance with his unique characteristics and abilities. The goals of guidance in this sense cannot possibly be viewed in terms of making things “easy” or “soft” for pupils, but rather must be viewed in terms of constantly working toward helping each pupil do his very best at all times and, as a result, develop his potentialities to the fullest possible extent.

Third, guidance is viewed here as involving *school wide* assistance to youth. Guidance is developmental, beginning in the kindergarten and continuing throughout the pupil's school life. It is not an event which should be thought of as occurring only at specified times in his school experiences. Nor is guidance a function which can be carried on solely by specialists in the guidance area. Guidance responsibilities and opportunities are present for all professional public school educators. While the counselor is considered the key member of the guidance team, the team includes all professional staff members in the school.

Fourth, guidance is viewed as consisting of assistance to pupils in the decision-making process. The type of assistance which can properly be subsumed under the guidance function leaves final decisions to pupils and their parents. Guidance is not something which is done *to* pupils or something which can be forced *on* pupils. The purpose of guidance is to foster development of sound decision making by all pupils with the eventual out-

come being increased ability on the part of the pupil to accept responsibility for making decisions by himself. In accepting this as an ultimate goal, guidance workers also recognize this to be a *developmental* objective and not one which can be fully realized with all pupils at all stages of development. The extent to which guidance workers directly or indirectly influence the nature of decisions reached by pupils should be viewed as inversely proportional to each pupil's ability to choose wisely for himself.

Fifth, the major function of guidance can, in one sense, be viewed as helping youth solve *better* those problems which they must solve anyway. The kinds of choices, decisions, and adjustments with which guidance is primarily concerned are those which can be expected to be faced to some degree by all youth as they move toward maturity. In this sense, the evaluation of guidance must always be tied to criteria which are at least in part qualitative in nature. Guidance workers do not pretend that youth will not be able to make decisions without the assistance provided through a comprehensive program of guidance services. They do contend that such a program holds strong potential for improving the quality of the decisions reached and is, therefore, directly related to both individual and societal goals.

Issues to Be Resolved in Implementation of a Guidance Point of View

To agree with a point of view such as the foregoing is one thing. To implement it in terms of administrative decisions involved in structuring a program of guidance services is something quite different. This is due, in part, to the fact that the philosophy of guidance is, at this point in time, still evolving. While broad objectives, growing out of definitions of guidance such as those discussed previously, can find wide acceptance, there are still specific parts of the guidance point of view which are subject to wide disagreement—even among guidance workers. At this point, several such issues which must somehow be resolved in every guidance program will be briefly presented. No single “correct” answer can be given in terms of how any of these issues should be resolved at the local school level. There is, however, a responsibility for sharing with Iowa educators the feelings of the committee with respect to each issue.

Issue No. 1: The School Counselor's Commitment to Education

There is currently, at the national level, considerable activity being devoted to convincing school administrators, state departments of education, and counselor education institutions that it is a mistake to limit selection of candidates for school counseling positions to those who possess a valid teaching certificate and demonstrated successful teaching experience. In advancing this point of view, several approaches have been and are currently being utilized. These include: (1) the proposition that a prospective school counselor may acquire a career commitment to education through a carefully supervised internship as well as he could through actual teaching experience; (2) the proposition that a professionally prepared counselor ought to be able to function effectively in any setting—school, hospital, employment service, industry, etc.—and that, therefore, to insist on the prerequisite of a professional background in education is unrealistic; (3) the proposition that to limit admittance to counselor education programs to persons having a background in teacher education is to reduce markedly the potential ability of counselors since clear evidence exists to indicate that undergraduate majors in education are not, on the average, as intellectually able as are undergraduate majors in some other areas; (4) the proposition that the teacher-pupil relationship is so unlike the counselor-pupil relationship that a background of teaching experience is apt to lead to production of bad habits which handicap persons who are attempting to learn to become school counselors; and (5) the proposition that no one has proven experimentally that a background in teacher education and teaching experience is really necessary in order to function effectively as a school counselor.

At the present time, all Iowa school counselors are required to have both a valid teaching certificate and demonstrated successful teaching experience. There are no plans to eliminate these requirements. Therefore, each of the five propositions discussed above are rejected. The bases for rejection are outlined below.

Proposition one is rejected on two counts: (a) the question of how the individual chose to work in a school setting is not answered in this argument, and (b) the operational problems of school admin-

istrators concerned with widespread internship programs in local schools have not been resolved by those advancing this proposition.

Proposition two is rejected on the basis of the contention that the presence of a counselor must assume acceptance of broader goals and objectives connected with the setting than is possible with a commitment only to the area of counseling.

Proposition three is rejected on two related counts: (a) current programs of counselor education are attracting some of the best people in education in terms of ability to profit from academic instruction; and (b) if school counselors are too different from other educators in the school, they are not apt to be satisfied in a school setting nor will other educators be satisfied with them.

Proposition four is rejected on the basis of the contention that teaching and counseling have many common elements as well as some elements of conflict. If conflicting elements need to be emphasized in counselor education programs, time spent in this kind of activity can be efficiently supplemented by emphasizing ways in which teaching and counseling are similar.

Proposition five is rejected by pointing out that the absence of experimental evidence applies equally well to the proposition that counselors do *not* need teaching certificates and teaching experience. Certainly, empirical evidence based on successful performance of thousands of school counselors throughout the United States is on the side of those possessing these educational prerequisites.

In addition, it is felt that the Iowa school administrator will find a host of practical operational reasons for preferring counselors with this kind of educational background. In light of these factors, those proposing other kinds of backgrounds for school counselors should provide clear evidence of the *superiority* of such backgrounds before suggesting that school counselors should not be required to possess teaching certificates or demonstrated successful teaching experience.

It is hoped that all school administrators in Iowa will actively support the belief that Iowa school counselors should possess valid teaching certificates and demonstrated successful teaching experience until such time as experimental evidence clearly points to some alternative solutions.

**Issue No. 2: The Extent to Which Quality
Guidance Services Should Be Made
Available to All Pupils**

At first glance, this would appear to be no issue at all. Surely, most would say, we would accept the notion of quality guidance services for all pupils as a desirable objective which can be easily translated into practice. Yet, *in practice* we do not see it implemented today. It *is* an issue.

There has been a persistent emphasis on guidance for the intellectually able pupil since passage of the National Defense Education Act of 1958 (NDEA). This emphasis has come about due to recognition that: (1) It is these pupils who most frequently fail to work up to capacity in the secondary school; (2) These are the pupils who have potential for making the largest individual contributions to society; (3) Our national survival is dependent on full development and utilization of the academically talented youth of this country; and (4) Studies have persistently demonstrated that approximately half of all high-school-age youth having the potential to complete a college education never enter college. These are all good and valid reasons for a resurgence of emphasis on the total educational needs (including the *guidance*) of this group of pupils.

This emphasis, in terms of the guidance area, started considerably earlier than passage of NDEA, but has been emphasized even more since that time. While each of these reasons for working with such pupils is defensible, the resulting constellation of guidance activities in many schools is not. For example, we now frequently find counselors spending a *majority* of their time working with this *minority* of youth. We find further that tools available to assist the counselor here are good and rapidly becoming better. We have excellent directories of pertinent college information, accurate knowledge regarding accreditation status of colleges and universities, numerous scholarship opportunities for talented but financially deprived youth, many social pressures emphasizing the desirability of a college education, and increasingly accurate means of predicting academic success in the college and university setting. In short, we are well equipped to handle the needs of the intellectually able pupil and find counselors actively engaged in doing so. Certainly, no counselor is complaining about such extensive opportunities for being of service to the college-bound youth.

However, a real and disturbingly persistent issue arises with respect to both present efforts and potential ability of school counselors to render concrete assistance to the majority of the high school population—those boys and girls who will never enter four-year colleges or universities. We know that, in this age of automation and rapid technological change, almost all high school graduates will have to acquire some marketable job skills. We know further that our ability to help such youth plan intelligently for their future after high school is very minimal at present. We lack knowledge concerning reputable training facilities for such pupils and pupil characteristics required for successful performance in trade, technical, business schools, and community colleges. Furthermore, we are faced with the necessity for realizing that scholarship and financial aid for this portion of our high school graduates is largely nonexistent. Even worse is the current social trend to regard such youth as having made “second-best” choices in comparison with their peers who decided to enter four-year colleges and universities.

It is time to recognize and reaffirm our belief in the worth and dignity of all pupils in the school. It is way past the time we should have recognized our obligations to accumulate materials and devote the time necessary to help the specialty-oriented pupil as much as we are currently helping the college-bound.

This concern must be evident, not only in post-high-school planning, but throughout the school life of the pupil. The problem, of course, extends far beyond guidance as a part of education. It involves views regarding the role of college preparatory, vocational education, general education curricula, and attitudes held and expressed by teachers and counselors toward such curricula and attitudes making the secondary school a truly appropriate and meaningful experience for *all* pupils. It is a challenge we must meet.

**Issue No. 3: The Extent to Which Guidance
Should Be a Part of Both Elementary
and Secondary Education**

Guidance in public schools originally started at the senior-high-school level and was primarily concerned with vocational choices to be made by those about to enter the labor market. Since that time, there has been a steady movement downward in terms of grade level at which guidance programs are originated. There are still many who maintain

that guidance is essentially a function of the secondary school. Those taking this position point to the fact that guidance is concerned with helping pupils make decisions and that, because opportunities for educational course decisions typically are not available to pupils until the secondary-school years, there is little point in instigating guidance programs prior to that time. In addition, they often point to the immaturity of the elementary-school pupil as a factor mitigating against high potentialities for establishing and maintaining a counseling relationship.

Those recommending that guidance begin in the elementary school frequently point to the fact that it is unreasonable to assume that problems of pupils do not appear until the secondary-school level. Furthermore, there are numerous examples to be found in every school of pupils whose present problems had their origin in the elementary-school experiences of the child. Finally, proponents of guidance in the elementary school emphasize the fact that guidance cannot afford to be concerned only with problems of educational and occupational choice, but must, if it expects to be helpful to pupils, concern itself with any problems which the pupil wishes to bring to the attention of school personnel.

There is no clear-cut position to take which would say that one group is right and the other is wrong. There are positive things to be said for both points of view. There appears to be no sound basis for thinking of counselor-pupil ratios in the elementary school similar to those currently being recommended for secondary-school settings. The provision for specialized counseling services in the elementary school should be largely limited to preventive and/or remedial objectives. On the other hand, the guidance process definitely must begin in the elementary school preferably on the day the child first enters the kindergarten setting. The prime guidance worker in the elementary-school setting should be the classroom teacher. Elementary-school teachers should be encouraged to develop both interest and competency in the areas of pupil-appraisal procedures and methods and procedures in working with elementary-school pupils and their parents in the resolution of pupil problems. The guidance efforts of the elementary teacher will be of major importance in the lives of all pupils. Provisions should be made for making the services of school counselors available to elementary schools upon request. Such services should

consist of consultative work with teachers, pre-orientation programs for pupils about to enter the secondary school, and counseling of selected elementary-school pupils. In addition, school counselors should work closely with other specialists at the elementary-school level.

Issue No. 4: The Extent to Which Counseling Should Be Oriented Around Developmental As Opposed to Remedial Goals

Counselors are often asked the question, "Why don't you spend your time counseling those pupils who *really* need help instead of spending just a few minutes with every pupil?" In asking this question, such people are raising some very legitimate points which deserve mention. They contend, for example, that it seems likely that the vast majority of pupils will eventually "turn out" pretty well even if they never receive counseling, but that there are a few pupils in every school who are obviously headed for serious difficulty unless they receive a substantial amount of counseling help in the very near future. They feel very strongly that it would be better for school counselors to "save" as many of these truly troubled pupils as possible and let the vast majority of pupils go without counseling.

The committee would be inclined to disagree with persons recommending such obviously remedial goals. There are several reasons for this, each of which should be stated briefly. In the first place, such an approach would be inconsistent with the stated objective of the guidance movement concerned with maximal development of every pupil. While it is true that many pupils would manage fairly well in their adult life without counseling, it is the firm contention of this committee that counseling can be of help to all. The kind of counseling being referred to here is developmental in nature, concentrating primarily on helping each pupil understand himself and environmental opportunities *better* than he could do without counseling. Guidance has demonstrated its ability to meet the objectives of developmental counseling.

Second, school counselors are not prepared to treat the severely emotionally disturbed and should not be asked to undertake this function. The pupil in need of extensive psychotherapy should be viewed by the school in the same way as the pupil with a serious problem of physical health; namely, as one who needs early identification and referral to specialists outside of public-school education.

In the third place, the concept of developmental counseling is one much more consistent with the goals of education than is the concept of remedial counseling. Public-school education is for all of the children of all the people. The major parts of education, including guidance, should be made available to all. The developmental counseling needs of pupils will vary widely, and it is not recommended that the same amount of counseling time be allocated to every school pupil. It is recommended that counseling be made available to every pupil to such an extent that he can gain some increased understanding of himself and of his environmental opportunities. The degree to which such understandings can be increased will depend on both counselor skills and the counselor-pupil ratio in the school.

Issue No. 5: The Extent to Which Specialized Guidance Staff Should Be Employed

The expression "every teacher is a counselor" is probably familiar to most readers. Those who like to use this expression often point to the fact that conscientious teachers have always tried to help pupils solve their problems. In addition, they say that the teacher's daily contacts with pupils permit him to be "closer" to the pupil than any other staff member in the school. Finally they point to the fact that numerous examples can be found where dramatic evidence of teacher success in individual guidance relationships with pupils is present.

On the other hand, there is increasing emphasis currently being placed on the specialized skills necessary for operation of the school guidance program. Those most in favor of this point of view argue that such specialized areas as standardized testing, the psychology of vocational development, occupational information, use of referral sources, counseling methodology, statistics and measurement, the psychology of learning, the psychology of individual differences, and the psychology of personality development are areas of knowledge essential for intelligent operation of a sound program of guidance services. After doing so, they typically ask, how can the classroom teacher be expected to perform truly professional guidance services? What in the background of preparation and experience of the classroom teacher makes him qualified in these areas? Where is the classroom teacher to find time to perform the guidance function as something over and beyond his

already heavy instructional duties? Such persons would maintain that the classroom teacher's primary duties are those concerned with instruction and that specialized school services, such as guidance, should be left to those with the skills and time required for their successful operation.

There are valid arguments in favor of each approach. Certainly, it is true that to employ a sufficient number of guidance specialists so as to operate a complete program of guidance services without teacher participation would be both costly and inefficient. The classroom teacher's relationships with pupils, both in and out of the classroom setting, will have a larger cumulative effect on the extent to which guidance needs of pupils are met within a given school than will the efforts of specialized guidance personnel employed by the school. What the teacher says and does and what he fails to say or do in his daily contacts with pupils will play a major role in the extent to which each pupil will be allowed to develop his maximum potentialities. Teachers are guidance workers in the truest sense of the word.

On the other hand, teachers are not counselors by virtue of either their education or experience. The fact that teachers may perform some counseling functions no more makes them deserving of the title "school counselor" than does their performance of administrative functions make them deserving of the title "school administrator." School counseling represents a distinct specialty in education and deserves to be recognized as such. Those who carry the title "counselor" in the school should have, added to a background of teacher certification requirements and teaching experience, a master's degree or its equivalent in counseling and guidance and should rapidly move toward the attainment of at least two full years of graduate work in school counselor education. The substantive content of guidance is rapidly increasing in both scope and complexity. It is clear that the guidance needs of youth will never be met simply by well-intentioned individuals who desire to "help boys and girls solve their problems." In addition to this obviously desirable strong social-service drive, the successful school counselor must also possess the kind of essential knowledge which will enable him to work successfully with pupils, teachers, administrators, parents, and outside sources in attaining guidance objectives. The professionally prepared school counselor with adequate time to function

must be the central part of any real guidance program.

Issue No. 6: The Question of Teacher-Counselors Versus Full-Time Counselors

Closely related to Issue No. 5, is the question of the relative desirability of employing teacher-counselors versus full-time counselors in school settings. Once again, there are positive points to be presented on each side of the issue. Those arguing in favor of employment of teacher-counselors (counselors who teach part of the day and perform guidance functions part of the day) point to the fact that such a system allows the counselor and the pupil to become well acquainted with each other before they are brought face to face in the counseling relationship, that it will help counselors be better accepted by full-time teachers in the system, and that it will keep counselors constantly aware of the practical problems facing the classroom teacher in his daily contacts with pupils.

Those in favor of full-time school counselors often contend that the employment of teacher-counselors is indefensible at this time in view of the acute shortage of qualified school counselors. They would further contend that scheduling problems often makes the use of teacher-counselor's time inefficient through splitting periods released for guidance in such a way that the counselor cannot concentrate on any single task for a reasonable length of time; and that, in trying to prepare adequately for his teaching assignments, the counselor is often forced to neglect his guidance responsibilities. Finally, they say that a teacher-counselor often has to maintain a kind of "Dr. Jekyll-Mr. Hyde" relationship with pupils assuming the role of the strict disciplinarian one period and the role of the accepting counselor the next.

Wherever pupil load warrants, the employment of full-time counselors is preferable to the employment of teacher-counselors. Reasons for this point of view have, however, a different base than those expressed above. School counseling, like the teaching of mathematics, should represent a distinct specialty in professional education. Just as the teacher of mathematics can legitimately be expected to devote a majority of his available time to mathematics in preference to other school assignments he may have been given, so can the school counselor be expected to devote a majority of his available time to guidance activities. If the coun-

selor is adequately prepared to discharge his guidance duties, it is unlikely that he will be able to maintain the interest required for effective teaching in one of the more traditional subject-matter areas. In this sense, the employment of teacher-counselors can be expected to be unfair to pupils in classes which the counselor is expected to teach. That is, the employment of teacher-counselors is more unfair to the total instructional program of the school than it is to the total guidance program. Specialists with adequate professional backgrounds and career commitments to their fields are needed in every academic area in education as well as in administrative and pupil personnel services. It is unlikely that many individuals will be found who maintain both the backgrounds and interests required to function as top quality teachers and top quality counselors at the same time.

One further point should be made here. The present practice of viewing the professional background required to function as a teacher-counselor as being half or less than that required to function as a full-time counselor represents a historical artifact which should be corrected as soon as possible.

Issue No. 7: The Counselor-Pupil Ratio in the Secondary School

What should be the pupil load for the school counselor? This, like the question of the teacher-pupil ratio, is a key operational question to be answered in the organization of any school system. As with problems pertaining to establishment of the teacher-pupil ratio, no single answer which will have universal applicability can be given to this question. There are too many variables involved to make any one answer possible which will be "correct" for all school settings. These variables include: (1) the skill of the counselor, (2) the extent to which the counselor is asked to perform non-guidance functions, (3) the number of counselors in the school, (4) the extent to which teachers are to be regarded as active guidance workers, (5) the extent to which school counselors are seen as having responsibility for elementary school guidance, (6) the extent to which clerical assistance is provided the school counselor, and (7) perceptions regarding the job of the school counselor along a remedial-preventive-developmental continuum.

As a consequence, attempts on the part of various professional organizations and leaders in the

guidance field to specify a given counselor-pupil ratio have resulted in widely varying recommendations. Some of the more commonly recommended ratios are: (1) 1:200, (2) 1:250, (3) 1:300, (4) 1:400, and (5) 1:500. Current minimum standards for participation in the Iowa Plan for Title V-A, Guidance, Counseling and Testing of the National Defense Education Act call for a counselor-pupil ratio not to exceed 1:500. Recommended Iowa standards under this same plan encourage schools to show annual progress toward meeting a counselor-pupil ratio of 1:300, while North Central Association standards also specify a 1:300 ratio.

In terms of the variables specified above, the viewpoint presented in this handbook can be summarized as one which assumes: (1) counselors professionally prepared to at least the master's degree level, (2) counselors whose non-guidance duties are no more extensive than are the non-instructional duties of typical teachers in the school, (3) schools in which no more than two full-time counselors are employed, (In larger schools employing more than two full-time counselors, the counselor-pupil ratio can legitimately vary somewhat from recommendations contained here.), (4) the presence of teachers who view themselves and who really function as active guidance workers, (5) counselors who are devoting somewhere between 5 and 10 per cent of their time to elementary-school guidance, (6) the presence of one full-time clerk for every two full-time school counselors, and (7) a prime commitment to developmental guidance objectives with secondary commitments to both preventive and remedial guidance functions.

With this kind of orientation, the counselor-pupil ratio should not exceed 1:500 and would be optimally placed at 1:300.

Issue No. 8: The Extent to Which Counseling Information Should Be Considered Confidential

The issue of confidentiality in school counseling is one which has been present for many years. Teachers are often reluctant to give information to counselors while at the same time being refused information from counselors regarding the content of counseling interviews. They are even more reluctant to refer pupils for counseling when no reports of what transpired in the counseling interview are forthcoming once the referral has been made. Counselors have sometimes defended such practices by contending that confidentiality

is one of the cornerstones of the counseling relationships; and that, without the guarantee of confidentiality, the goals of establishing the kinds of permissive relationships where pupils feel free to express themselves are difficult, if not impossible, to attain.

It is time to face this issue realistically and resolve it in such a way that pupils can receive maximum benefits from the total efforts of the school guidance program. Such a resolution would include the following recommendations. First, it is recommended that counselors continue to emphasize to pupils the essentially confidential nature of the counseling relationship. It is true that counseling demands such assurances in order to have a chance for success.

Second, it is recommended that counselors recognize the integral roles classroom teachers and school administrators play in the total guidance program in applying the principle of confidentiality in counseling. While the specific revelations made by the pupil in counseling cannot ethically be divulged without his permission, some kind of general report of counseling progress can and should be made by the counselor to teachers with whom the pupil is working. In addition, where it seems appropriate, school counselors should actively seek to gain pupil permission to release certain information related to the counselor in confidence, which, in the counselor's judgment, would help teachers be of greater assistance to the pupil.

Third, it is recommended that school counselors become increasingly aware of the fact that their counseling efforts, requiring as they do a considerable amount of accompanying environmental manipulation for success, demand not a different view but rather a different approach to implementation of the principles of confidentiality in counseling. That is, the school counselor is relatively less able than some other kinds of counselors to depend solely on what transpires in the counseling interview for successful counseling. Time and skill limitations placed on school counselors make mandatory the utilization of a considerable variety of environmental resources along with the counseling interview. There is relatively more need for others to know what transpired in interviews held between school counselors and high school pupils than between other kinds of counselors and their clients. At the same time, when a school

counselor tells a pupil that what he says will be held in confidence, it is absolutely imperative that this condition exists.

It seems that a sensible resolution of this dilemma for the school counselor consists in realizing that part of his total counseling time will probably have to be spent discussing with the pupils those aspects of the counseling conversation which the pupil is willing for the counselor to reveal to other persons who appear to be in a position to be of help to the pupil. So long as the pupil's permission to release such information is obtained, there is nothing unethical in so doing. Such requests should be made by counselors only when there appears to be an obvious advantage to the pupil resulting from the release of this information. For a counselor to release any information obtained in counseling without the pupil's permission is both unethical and self-defeating to the counselor's total efforts to be of help.

Issue No. 9: The Extent to Which Guidance Can Be Carried Out in Groups

The effects of guidance, like the effects of instruction, must be assessed in terms of behavioral changes occurring in individuals in order to assume real meaning. Some have maintained that, because the effects of guidance are individual, then the implementation of guidance services must be carried out primarily in terms of the one-to-one relationship. Others have said that public schools cannot afford a program of guidance demanding a one-to-one relationship any more than a program of instruction which is primarily tutorial in nature. It would seem, therefore, that something could be said for both group and individual approaches in guidance.

There is merit in both points of view. Certainly, it would seem foolish to maintain that a program of guidance, entirely individual in nature, is essential or even desirable. It is obviously inefficient, for example, to give common bits of information regarding school rules or required courses to pupils one at a time. Whenever commonly needed information is to be presented, it seems reasonable to expect that group procedures will be employed. Pupils can be expected to know and understand this information about as well as a result of group activities as when guidance is carried out individually. If the results are not quite as good as they would be using individual one-to-one con-

tacts, they are not sufficiently inferior so as to make the individual approach mandatory.

On the other hand, knowing and understanding do not automatically lead to acceptance by the pupil and the formulation of realistic plans. The manner in which guidance information is made meaningful to the pupil in terms of decisions he makes is a highly individual and a highly personal matter. There are two factors which operate strongly in favor of a one-to-one relationship in guidance. One of these is the fact that in a group setting it is impossible to imagine that individual acceptance and realistic plans could be made by typical secondary-school pupils. The second is a real question concerning the right of the pupil to regard his statements of acceptance of information and his plans for action as a personal matter not to be shared with his peers in a group setting.

It is recommended that group procedures be incorporated in every guidance program. Such procedures should be utilized for: (1) presenting information to pupils who are members of a defined group with common needs and (2) preparing the pupil for individual counseling. The size of such groups and the frequency with which group procedures should be employed will be a function of need for these two kinds of activities in a given school. It is not recommended that multiple counseling or group dynamics be considered as group procedures in typical Iowa school guidance programs. Skills essential here are not presently available in sufficient degree to make such procedures generally feasible.

It is further recommended that provisions for individual counseling be made available to every pupil in the school system as deemed necessary by professional staff members and/or pupils themselves. It is maintained that schools which do not make such provisions cannot hope to operate a truly successful guidance program. Group procedures cannot be expected to replace or substitute for the existence of adequate programs of individual counseling.

Issue No. 10: The Extent to Which Guidance Should Be Dependent Upon Out-of-School Resources

It is obvious that there exist within the State of Iowa many agencies, organizations, and individuals outside the field of public-school education who are actively engaged in providing various

kinds of assistance to youth in the solution of their problems. The extent to which schools should work actively with such groups or individuals is not so obvious. Some have stoutly maintained that the school, as part of our total social order, has a unique societal function to perform and should work independently of other parts of the social order. Such individuals sincerely believe that there is danger in the school working with outside groups, in that, by working together, each may lose some of its unique potential for being of service to youth. Some would go so far as to say the school has no business "meddling" in problems which are essentially noneducational in nature, and that other groups have no business trying to influence the total educational program of the school.

Another group would take exactly the opposite approach. This group would contend that, if schools really want to be of help to youth, they will be both interested in and concerned about working with other groups having this same kind of general objective. They sincerely believe that the question of who receives "credit" for being of help to youth is not nearly so important as the extent to which help is really provided. In implementing this belief, they would feel that a considerable portion of the school counselor's time should be spent working outside of the school setting.

As with each other issue presented here, there are valid arguments to be presented for each side. Certainly, guidance workers have recognized for many years their essential dependence on many other people for the attainment of guidance objectives. They have also recognized that the prime sources of help available to the school counselor consist of other professional staff members employed in the school. A counselor ought to spend more time working with other professional staff members in the school than he spends working with persons outside of the school setting. At the same time, for the school counselor to ignore outside referral sources is to be of disservice to youth. Counselors ought to be particularly

cognizant of the potential sources of help to youth available through the local office of the Iowa State Employment Service, the Iowa Division of Vocational Rehabilitation, the county welfare office, local service clubs, interested businessmen and clergy in the community, legal and law enforcement personnel, mental health agencies, and local physicians. It is recommended that Iowa schools make provisions in school administrative policies for their school counselors to spend time working with organizations and individuals such as these as a regularly scheduled part of the counselor's job. So long as the primary objective is to *serve youth*, such cooperation is desirable. If and when objectives of referral sources such as mentioned here appear to have other primary motives, then school counselors should no longer view them as appropriate.

Summary

This chapter has presented a basic guidance point of view for Iowa schools. In addition, ten current philosophical issues facing the guidance movement have been presented and recommendations have been made for resolving each of these issues. It is neither expected nor desired that all Iowa educators agree at this point in time with these recommendations with respect to each of these issues. The issues were raised and recommendations made for two basic reasons. First, these are issues which must be faced at the local level in the implementation of a guidance point of view in any school system. Second, the committee does feel a definite responsibility for sharing with all Iowa educators its best thinking at this time in hopes that these thoughts might help local schools resolve these issues for themselves.

Several aspects of the point of view presented in this chapter and the issues raised here will be discussed in greater detail in the remaining chapters. It is hoped that this chapter will encourage all Iowa educators to study carefully and reflect seriously on the contents of the remaining chapters.

THE purpose of this chapter is to describe guidance from an action perspective. In Chapter I guidance was described in terms of a point of view, a philosophy, a way of looking at pupils, and a desire to be of help to pupils. In addition, guidance is also properly described as a set of things one does, a set of services one provides, and a set of skills one possesses. It is more than a point of view—it is also a program of action.

In doing so, four approaches will be utilized here. First, the basic guidance needs of youth will be described in terms of actions which the pupil must take as he moves towards maturity. Second, certain components of a guidance program as a set of services will be briefly presented. Third, the *skills* required for successful performance of the guidance function will be specified. Finally, the type of school environment *essential* for operation of a successful guidance program will be outlined. While some overlap is inevitable in picturing guidance from these four perspectives, each is considered an essential supplement to Chapter I if a complete answer is to be given to the question, "What is guidance?"

The Basic Guidance Needs of Youth

The term "guidance needs" is defined as those needs of elementary- and secondary-school pupils which the guidance program is designed to serve and which, in the absence of an organized guidance program, are most likely to remain unmet. The five guidance needs are:

1. **The need for each youth to continually re-examine himself.** Just as a young person needs to be understood by others, he needs to make a personal assessment of himself—his abilities and liabilities, personal-social re-

lations, and school experiences. The pupil then needs to evaluate this personal assessment in terms of previous self-evaluation and his goals. Self-evaluation is a continuous process which helps the pupil answer the question, "What kind of a person am I now?" As a pupil gains new information about himself and his aspirations, he needs an opportunity to evaluate these changes. The lack of self-understanding so often becomes the stumbling block to self-accomplishment.

2. **The need for each youth to gain insight into present and future environmental opportunities.** This is an essential need because after attaining such insight he is better able to plan present and near-future actions to meet long-range goals. Most long-range goals; e.g., occupational choice, involve an extended, continuous process of selection and rejection based on pupil-self-knowledge and knowledge of opportunities available to the pupil. The more a pupil knows about such opportunities, the more intelligent the decisions which he is able to make.
3. **The need for youth to make choices and decisions based on increased understandings.** The arriving at understandings, the making of choices and decisions, the attainment of increased understandings, and the resulting pupil adjustment is a never-ending process initiated early in life and continuing until death. The decision-making process is a learned process. The American educational system has a responsibility to assist youth in learning the necessary skills and understandings required for making responsible choices and decisions just as it does in teaching a pupil to read and write.

4. **The need for each youth to accept responsibility for decisions, choices, and adjustments he makes.** Acceptance of this responsibility is related to both the right to lead his own life and the probability that he will carry through with the decisions he has reached. The extent to which this need is met is related to the attainment of the maturity he seeks. While meeting this need is a general concern of the entire school staff, it is a basic, central concern of guidance personnel.

5. **The need for each youth to formulate plans to implement decisions he makes.** In order to arrive at sound decisions, youth must consider ways and means by which these decisions can be converted into reality. For example, vocational choice may involve several intermediate choices which the pupil must make prior to attainment of his final vocational goal.

The effectiveness of the guidance program is directly related to the degree to which it is designed to serve the guidance needs of the youth in the school.

The Basic Guidance Services

One element of the organized and functioning guidance program is the presence of the basic guidance services carried out by the school in assisting youth in meeting guidance needs. The necessity of an organized program with professional leadership cannot be overemphasized at this point. A guidance program not formally organized leaves many guidance services to chance with the result that the program appears "on paper," but the results are not evidenced by desired pupil behavior. As typical examples, consider the following: (1) Tests are given to pupils but the pupils are not informed of the results or the implication of the results. (2) Teachers are neither encouraged nor assisted in using the results to better understand pupils nor to better plan to meet the needs of pupils. (3) The administration does not look at the test results for evidence of need for curricular change. Such practices lead to testing programs which exist only on paper. The vital use of tests for helping pupils is missing.

In like manner, meeting the need for leadership and assistance in providing meaningful usage and coordination of all the various services of the guidance program can be seen as the difference

between the guidance program that meets the needs of youth and the "paper" guidance program that is viewed as an expensive waste of time and effort.

For purposes of guidance organization in Iowa and for purposes of bringing some uniformity to the present multitude of descriptions of guidance services, the following categories will be utilized: (1) the appraisal service, (2) the environmental information service, (3) the counseling service, (4) service to pupils in groups, and (5) the evaluation service. The functions of the guidance program will each fall into one of these broad services. In some cases, a particular guidance service might overlap into two or more of these categories.

The Appraisal Service

The pupil appraisal service is not a passive, mechanical prerequisite for the remaining guidance services, but an active, dynamic part of the total constellation of guidance services. It is impossible to provide intelligently for individual differences until accurate information concerning the extent of individual differences is known. It is unwise to say pupils will be treated differently unless one first has accurate information regarding the ways in which, and the extent to which pupils differ one from another. To this concept of the nature of knowledge must be added concepts of meanings growing out of knowledge and readiness to act on the basis of meanings derived from knowledge.

The essential pupil appraisal procedures to be included in any guidance program are: (1) cumulative records, (2) anecdotal records, (3) rating scales, (4) personal data blanks, (5) sociometric devices, (6) parent-teacher contacts, (7) pupil autobiographies, (8) pupil interviews, and (9) standardized testing. The nature of each of these appraisal procedures is discussed on pages 16 and 17 of this chapter.

Pupil appraisal procedures are designed to provide essential information concerning each individual pupil. They should be regularly utilized by teachers as one basis for planning instructional activities. They should, in addition, be utilized by all teachers to: (1) increase pupil self-understanding through classroom activities, (2) assist teachers in relating directly with pupils in individual conferences, and (3) assist teachers in attempting to follow through on implementation of decisions reached by the pupil. Appraisal services are of value

to school administrators in making decisions regarding curricular offerings in the school and in assessing effectiveness of the instructional program. As with all other guidance services, appraisal services are of maximal value to pupils. They are designed to actively assist pupils in increasing self-understandings and the development of realistic and accurate self-perceptions. Appraisal services are designed to assist counselors in their attempts to meet the guidance needs of youth.

Environmental Information Service

The process of making appropriate choices, decisions, and adjustments can be done only to the extent that the young person has access to an understanding of information about his environment. The complex and rapid changes in modern society make the task of environmental discovery and interpretation difficult. The rapid growth of technology, automation, transportation, urbanization, etc., provide environmental forces and factors unknown a few years ago. The influence of these forces and factors must be considered in making choices, decisions, and adjustments as they are made today and as they will affect future plans. The appropriateness of these tasks will be dependent upon the amount and accuracy of information concerning present and future environmental opportunities for each individual pupil. In the guidance program, the information service provides the structure for the collection, organization, and dissemination of environmental information.

For purposes of giving clarity to the structure of this information, the following categories of classification will be used: current in-school information, current out-of-school information, and post-school information. The provision of such information in these areas is the school's responsibility if the guidance needs of the pupils are to be met.

1. **Current in-school information.** The counselor and other staff members are responsible for helping pupils become aware of opportunities available to them within the school setting. These opportunities include: (a) courses available, those required, and information needed for choosing electives; (b) special school activities available such as athletics, clubs, and programs; (c) special school services such as health, special classes, and remedial instruction; and (d) school rules and regulations.

2. **Current out-of-school information.** Most communities have a wide variety of stimulating activities which might be potentially valuable to pupils. The pupil needs to become familiar with activities such as astronomy clubs and motor clubs which are available in the community. In addition, information on part-time employment opportunities for pupils, referral agencies, and out-of-school organizations which are interested in helping pupils should be readily available.

3. **Post-school information.** The counselor is responsible for helping to provide much of the information on post-school opportunities available to pupils. This information includes data on post-high-school educational and training institutions, special programs such as apprenticeships and occupational and vocational information.

In his movement toward maturity, the pupil is often confronted with problems of his own mental and physical development, as well as his position or place in society. The counselor, in organizing the informational services, assists in providing this type of information. This information may contain such topics as dating, developing good study habits, getting along with friends, setting up a budget, and so on. In general, this information is not designed to give pupils quick, ready-made answers but is provided in such a manner that it helps the pupil seek solutions to his own problems.

The school counselor has the primary responsibility for providing this environmental information service to pupils. However, this responsibility may be shared. The guidance staff and the school library staff should work together in collecting, filing, maintaining, and disseminating vocational, educational, and personal-social information for use by pupils. Such information should be in a prominent position in the school library or guidance suite or both.

The classroom teachers have a responsibility for being aware of the informational materials available in the school and assisting the pupils in utilizing the materials when advising individual pupils, when working with groups on common problems, and when the materials have implications in regard to classroom discussion and assignments. The teacher also has a responsibility for calling the attention of pupils to the vocational, educational, and personal-social implications of the subject area taught.

Counseling Service

Counseling represents that part of the guidance program where major decisions of the pupil should be made. As such, it can be said to be the single most important—the most crucial—service in the entire program. Unless counseling is carried out in a skillful manner, all other guidance services lose their most important reasons for existing. Unless all other guidance services are functioning properly, effective counseling is largely impossible.

Counseling involves a relationship between the counselor and the pupil which allows for expression of pupil values, knowledges, attitudes, and feelings. The relationship which is developed between the counselor and the pupil is the most important aspect within the counseling session. The relationship that develops between the pupil and the counselor as a result of an exchange of information is a relationship which the pupil can use for personal growth. The "curriculum" of counseling is the pupil. As such, counseling represents an opportunity for the pupil to seek serious answers to such questions as: (1) "Who am I?" (2) "What am I really like?" (3) "What opportunities are available to me?" (4) "What contributions can I make to society?" (5) "What kind of a person do I want to become?" and (6) "How can I best make use of my opportunities?"

These questions represent some of the most difficult and certainly some of the most crucial questions with which the pupil will ever be faced. Answers to each of these questions will be found because they must be answered as the pupil moves toward maturity. The wisdom with which these questions are answered will be determined by the opportunities afforded each pupil for thoughtful self-exploration.

The kind of thoughtful self-exploration involved here cannot be done effectively in a few minutes or in a single session. Neither can it be done by the counselors answering these questions for pupils. To help pupils think intelligently about themselves demands a high degree of counselor skill and counselor knowledge. It should not be viewed as something which will always be pleasant for the pupil, because not all elements involved in making realistic decisions are pleasant.

In addition to being viewed as a relationship, counseling is also properly viewed as a process. In this context, counseling is seen as consisting of

methods and procedures developed by the counselor for assisting him in structuring the counseling session. Such methods and procedures do not function as ends in themselves but rather are utilized in the development and maintenance of a sound counseling relationship. The intelligent application of counseling methods and procedures demands that the counselor be aware not only of the content of counseling but more importantly of himself as an instrument in the pupil's self-development. It is because of complexities involved in the application of counseling methods and procedures that every school counselor should have included in his background of professional preparation a sound, supervised, counseling practicum experience.

The prime objectives of counseling are to: (1) broaden the pupil's perspective regarding himself and his opportunities through providing him with pertinent information of which he was previously unaware, (2) provide a means for pupil self-reflection and self-exploration where the pupil can think about himself in light of the new information he has gained through counseling, and (3) provide direct assistance to pupils in the decision-making process through helping pupils integrate the content of counseling into specific courses of action which the pupil sees as appropriate for himself.

Counseling, therefore, is needed most when major decisions are to be made by the pupil. In the school setting there are two key points when counseling should be made available to all pupils: (1) at the beginning of that part of public education where pupils are required to make academic decisions regarding courses they will take, and (2) near the end of the secondary school when major decisions are to be made regarding post-high-school plans. At both points, opportunities for counseling should be made available to all pupils. In addition, counseling should be available to any pupil when the pupil seeks counseling voluntarily, or when staff members become aware of pupils whom they feel are in need of counseling.

Services to Pupils in Groups

A well-organized and functioning guidance program provides services to pupils in groups as well as to individuals. A counselor can do many of the same things with groups of pupils that he would do with a pupil individually. Services to pupils

in groups are basic within a guidance program because of the ways in which they supplement and complement working with the individual pupil.

Group services provide certain advantages, under the right conditions, over individual pupil contacts. These advantages are: (1) the counselor increases the number of contacts with the members of the group; (2) common information needed by all of the pupils in the group can be provided without excessive repetition; (3) the common problems of the group can be approached by the total group, pooling information, experiences, and opinions, to the end of reaching individual solutions; (4) the pupil-counselor relationship can be enhanced by the continuous assistance of the counselor, thus improving the relationship between counselor and individual pupil; (5) the counselor has the opportunity to observe the pupil in a natural group setting which aids in understanding the pupil; and (6) the counselor may assist pupils in the implementation of decisions reached in individual counseling.

An examination of the above advantages of group services indicates consideration of group activities as essential in the professional preparation of the counselor. A few education institutions include course work in the area of group procedures as part of their program of counselor education. Administrators should consider this aspect of counselor preparedness in this area prior to developing extensive services to pupils in groups. Since these procedures are being utilized for guidance purposes, the employment of guidance personnel to provide the leadership for this service is logical from an administrative point of view. When sufficiently prepared and experienced guidance personnel are not available, only staff members who are prepared in group procedures should be placed in a position of leadership. A strong desire to work with groups on the part of the staff member in charge is a necessity if the group program is to work. Many homeroom programs, "guidance courses," and orientation programs have failed in the past because of the placing of untrained, unwilling staff members in the role of leadership.

Group guidance services may encompass a wide variety of subjects; such as, administration and interpretation of test results, problems of mental hygiene, study habits, anti-social behavior, family relations, basic guidance services, and any other guidance topic amenable to group discussion.

The Evaluation Service

Evaluation is universally considered as a basic guidance service, but, for the purposes of this handbook, the topic is placed in a chapter by itself for greater consideration. The value of this service cannot be emphasized strongly enough in the structure of the guidance program. Yet, if any one of the five basic services is consistently neglected, it is the evaluation service. Of the five basic services, the evaluation service provides fewer *direct* services to pupils; yet, this service is vitally important in providing the school with a measure of the success of the guidance program and a sense of direction for future development. For these reasons, Chapter V of this handbook will be devoted entirely to evaluation.

Skills Required in Guidance

Effective implementation of the guidance services described above demands that certain specific skills be available among guidance personnel. These include skills in (1) knowing and understanding pupils; (2) collecting and disseminating environmental information pertinent to pupil decisions; (3) identifying guidance needs of pupils; (4) helping pupils understand themselves and their environmental opportunities; (5) using nonschool resources which can help pupils meet their guidance needs; (6) helping pupils make decisions, choices, and adjustments; and (7) helping pupils implement their decisions in a maximally productive fashion. Each of these will be described briefly.

Skills in Knowing and Understanding Pupils

In the section of this chapter on the needs of youth, it was pointed out that youth needs to be understood by the school staff; and, that the better a counselor and teacher know and understand a pupil's entire personality, the better they can provide for total pupil growth. It is essential, therefore, that a staff knows (1) how to collect information about pupils, (2) how to interpret the collected and available information, and (3) how to translate the information into appropriate actions. With these skills, youth can be understood better by the school staff and assisted in learning situations through the provision of appropriate educational experiences designed to foster the growth and development of the pupil.

The development of skills in understanding pupils is an interwoven and continuous process often involving more than one member of the staff. One of the counselor's responsibilities is the dissemination of information which staff members should know about pupils, and to encourage the development of staff skills to utilize the information to aid total pupil growth. Such information can also be utilized by counselors and staff members in assisting pupils to answer such questions as "What sort of person am I?", "What are my potentialities?", "What are my relative strengths and weaknesses?", and so on.

These are questions each young person must answer in moving toward maturity. The quality of the answers obtained and the appropriateness of the ensuing decisions will depend to a great extent upon the amount and accuracy of the information available. The process of understanding the behavior of pupils, like the task of comprehending the infinite number of ways in which pupils differ one from another, is complex. At the same time it is a problem that must be attacked if we are to make education uniquely appropriate and maximally beneficial for every pupil. Guidance has contributed many methods and procedures which, with skillful application and intelligent use, can aid in the accomplishment of these objectives.

Skill in the *application* of guidance methods and procedures can help us *know* the pupil. Skill in *using* the results can help us *understand* him. Several appraisal procedures will be described briefly below. For each procedure it is important to ask the questions: (1) To what extent is this procedure utilized in our school?, (2) Do we know how to administer it?, (3) Do we know how to interpret it?, and (4) What can we do to increase the effective utilization of this procedure?

The pupil cumulative record is designed to provide a longitudinal picture of growth and development which can be used as a basis for trying to understand causes of behavior. For a detailed discussion of the total aspect of pupil accounting, the reader is referred to *The Pupil Accounting Handbook for Iowa Schools* published by the Iowa Department of Public Instruction.

The pupil personal data blank is designed to provide detailed information about the pupil at times when he is most likely to need individual

guidance and counseling. It is maximally useful in telling us what the pupil is like now but minimally useful in explaining *why* he is like he is today. It is important that appropriately constructed personal data blanks be utilized at key points in the school career of each pupil, that school personnel know how to construct appropriate blanks and how to interpret pupil responses.

Rating scales are intended to provide considered teacher judgment of key pupil characteristics which are difficult, if not impossible, to measure in any other way. Such characteristics as responsibility, leadership, initiative, and industriousness are closely related to basic educational goals. It is essential that school personnel know how to construct appropriate rating scales and how to apply these scales in a valid manner.

Pupil autobiographies represent perhaps the best potential tool available to school personnel for assessing the pupil's self-concept—the kind of a person he believes himself to be. Such data are helpful whenever conscientious attempts are made to improve pupil self-understanding. It is essential that school personnel know how to motivate pupils to write insightful autobiographies. Perhaps even more vital are activities of teachers and counselors directed toward interpreting and helping pupils to interpret autobiographical content.

Sociograms represent a guidance tool designed to aid in studying the social-emotional climate of the classroom—how pupils feel about other pupils in the class and how they express these feelings in the formation of subgroups within the class. The teacher skilled in the administration of sociometric tests and the utilization of sociometric results can do much to create optimal conditions for pupil learning.

Parent-teacher contacts, including both parent-teacher conferences and home visitations, are intended to help us understand the pupil better through understanding his home and family background. Skillfully planned and conducted, they can also be used in planning constructively with parents as each attempts to act in helping the pupil.

Standardized tests of aptitudes and abilities, achievement, interest, and personality are intended to provide school personnel with data leading to comparisons of the pupil with others outside the

school which are impossible to obtain by any other means. It is essential that we know what tests to give, when and how they should be administered, how their results should be interpreted, and what actions are called for on the basis of the test results. The school which does not possess such skills should not be giving standardized tests.

Skills in Collecting and Disseminating Environmental Information

The school staff must also have present, adequate and functioning skills in: (1) collecting environmental information concerning present and future environmental opportunities for the pupils, (2) interpreting the collected environmental information, and (3) assisting pupils to translate environmental information into appropriate decisions and actions. A large amount of available information concerning present and future environmental opportunities is required to meet the needs of all the pupils in a school. Staff members should know the sources of available information and be able to evaluate its usefulness for specific youngsters and for general use. The skills should be available to interpret the information in a manner meaningful to the pupils in terms of both extrinsic and intrinsic motivation so that it can be integrated with other information leading to maximally appropriate decisions and courses of action by the pupils.

Skills in Identifying Guidance Needs of Pupils

All staff members, and especially the counselors, must have knowledge and skills necessary for identifying the guidance needs of pupils. As they become acquainted with the pupil's strengths and weaknesses, abilities and disabilities, likes and dislikes, they must be able to identify the needs motivating each pupil's behavior. After identification of the pupil's needs, the staff must be able to provide the experiences which will satisfy the needs in an optimum manner for the pupil and for society. It is the responsibility of each member of the staff to help to identify and make known these needs of pupils so that further action may be taken to help the pupils.

Skills in Helping Pupils Understand Themselves and Their Environment

Staff members should develop skills in assisting youth to relate knowledge about themselves and

knowledge about their environmental opportunities. This is a crucial phase of decision making and requires a great amount of skill, making necessary the assistance of a well-prepared and experienced counselor. Often pupils can be expected to bring certain problems to teachers rather than to counselors. At such times, the classroom teacher, armed with: (1) appraisal data about the pupil, (2) personal concern for the pupil, (3) knowledge of environmental information, and (4) a good working relationship with the pupil, can and should assist the pupil in making choices and plans. Both teachers and counselors must be constantly alert to their respective limitations in assisting pupils in the decision-making process. Both teacher referrals to counselors and counselor referrals to nonschool resources discussed below should be expected to occur frequently, depending on pupil needs.

Skills in Using Nonschool Resources

The staff should develop the knowledge and skills to utilize all nonschool resources available. Within every community there are many persons who can assist pupils and faculty through their specialized skills and knowledges. Many of these resources are untapped because they are undiscovered. Each faculty should make a systematic effort to locate and capitalize on these valuable resources.

There are also many organizations and agencies at the county and state level that can be especially helpful in referral situations. Faculty members should be aware of these agencies and their functions. The school should have an established procedure for making such referrals. All referrals should be cleared through the school counselor and, from him, through the administrator in order to coordinate efforts and avoid duplication.

Staff members must recognize the fact that other agencies and organizations can make positive contributions in assisting pupils. The referral of a pupil to another person or agency is not a sign of weakness on the part of the school, but rather, an indication that the referring person has the ability to recognize his own limitations and the strength to admit them. The pupil benefits from receiving assistance from multiple sources.

Skills in Helping Pupils Make Choices, Decisions, and Adjustments

Skills in helping pupils make choices, decisions, and adjustments must be of such a nature that maximum opportunity is available to the pupil for making his own decisions. This means that these skills must result in pupils actively increasing their level of self-understanding and understanding of environmental opportunities along with the willingness and ability to accept responsibility for decisions they have reached. These are the most complex skills involved in the entire guidance program and can be expected to be most highly developed in the professional school counselor. This does not mean that such skills are entirely lacking in the classroom teacher but should simply serve to emphasize again the necessity for professional school counselors.

Skills in Assisting Youth to Accept Responsibilities for Choices and Decisions

The school staff members assisting youth in the choice, decision, and adjustment process must be skilled in assisting youth to accept responsibility for their actions. In the counseling process, the counselor or other staff member assists the pupil in reviewing and summarizing the total process in such a manner that the pupil understands that the choices and decisions made are his own, and not the counselor's. The responsibility for the decision or choice and its implementation remains with the pupil. *That is why counseling must be time-consuming; it cannot be done by advising, pressuring, or coercing, but must be done by assisting the pupil with a "thinking through" process.*

Skills in Implementing Choices, Decisions, and Adjustments

Once choices and decisions have been made, it becomes necessary to follow through with an appropriate course of action. At this time a pupil often needs assistance and encouragement as well as some modifications of related aspects of his environment. Skills to meet these needs should be available to the pupil at this culminating phase of the counseling process.

Before proceeding further, it should be clearly understood that:

1. Guidance skills are present to some degree in every teacher, counselor, and administra-

tor in the school system. While they can be expected to reach their highest level of attainment by the school counselor, none is limited to the counselor.

2. Guidance skills can be expected to be applied in both the elementary- and secondary-school setting. Decisions relative to the need for guidance must be made in terms of pupil needs and not in terms of a particular grade in which the pupil is enrolled.
3. Guidance skills can be applied with both groups of pupils and in personal contacts with individual pupils.
4. The application of guidance skills can be expected to be helpful to pupils in relationship to the pupil's recognized need for guidance and acceptance of those who attempt to apply guidance skills. The degree to which the school administrator recognizes and accepts the importance of these basic assumptions, to a very large degree, determines the effectiveness of the guidance program.

Conditions Necessary For Action

The provision of a series of guidance services and of a staff competent in the necessary skills to meet the guidance needs of youth can result in an effective guidance program only if certain other conditions also exist in the school. These other conditions, to a certain extent, set the "tone" of the school and make guidance possible.

1. Crucially important to an effective, functioning guidance program is a school administration which recognizes guidance as an essential part of the total educational process and actively supports this recognition through its actions. The administration must understand the objectives of guidance and believe in implementing them. The administration must be cognizant of the values of guidance and support the program and its personnel. The attitudes toward and enthusiasm for guidance, or lack thereof, on the part of administrators will be apparent to the staff and translated into a comparable degree of enthusiasm and resulting action by the staff. If guidance activities are placed in a secondary position to other activities, the program will become ineffective. Guidance must be

placed on an equal basis with other educational functions if it is to be effective in meeting pupil needs.

2. The effectiveness of the guidance program is in part dependent upon a teaching staff that is committed to increasing their understanding of pupils, to developing skills necessary for assisting them, and to putting these skills to use. The classroom teacher may contribute extensively to the attainment of guidance objectives through his close contacts with pupils. No one else has such numerous opportunities to engage in daily observation of pupils and to apply guidance procedures in a classroom setting.
3. A third condition necessary for the development of an effective guidance program is the presence of an educational program which is sufficiently broad and flexible to meet pupil needs. The effective guidance program can exist only where the curriculum offers appropriate opportunities for exploration by pupils and provides courses of study commensurate with the abilities and interests of each youngster. The instructional program must be sufficiently broad and consist of enough levels in each area to provide for the needs of all pupils. A lesser instructional program will limit the extent to which pupils can implement appropriate choices and, in this way, will limit the potentiality of the guidance program in meeting pupils' needs.

4. The guidance program can be only as effective as the time, materials, and facilities are sufficient for accomplishing the guidance functions. The recommendations for provision of time, materials, and facilities are the topic of Chapter IV and are mentioned here to emphasize their importance.

5. Basic to an effective guidance program are professionally educated guidance personnel. The professionally educated counselor can assist the professional classroom teacher by providing information about the pupil and his environment and assisting in the interpretation of the information so the teacher can do a better job of helping individuals and groups. The counselor can serve as a consultant to the teachers in meeting problems and needs of the pupils through assistance in studying the pupil and through co-operative planning. The professionally educated counselor can provide leadership in developing guidance services and practices.

The professional school counselor, to be able to accomplish these services adequately and competently, must have attained a level of preparation and developed a degree of competency in guidance skills considerably beyond those of the classroom teacher. The professional school counselor should have no less training than a master's degree in guidance and counseling, including a supervised counseling practicum. It is wishful thinking to expect a person with less education to be adequately prepared.

CHAPTER THREE

Roles and Relationships

ROLES and relationships in guidance services are difficult to generalize because they are relative to the school setting and to the persons perceiving them. The contents of this chapter should be considered as suggestions concerning the assignment, development, and assumptions of various roles and relationships. It is hoped that the material included will be useful in the process of developing and expanding local school guidance programs.

In a *program* of guidance services, the guidance activities of all educators are coordinated so as to focus in a maximally efficient way on pupils. Help is provided to pupils, both by working directly with pupils and by working cooperatively with others who are attempting to provide direct help to pupils. In each case, both roles and relationships can and should be specified for counselors, pupils, teachers, school administrators, and parents.

The major roles with which we are concerned in the guidance of youth are those of the pupil, parent, counselor, teacher, and administrator. It seems inevitable that efforts to describe and define the result of these roles is an enumeration of what each does. Again, because of variance in setting, this list becomes one of what he is or should be capable of doing as a result of education, experience, situation, and/or personal characteristics and traits.

In speaking about guidance roles, it is necessary that the scope of activities included be clearly delineated in such a way that guidance is seen as a part of education, but not synonymous with the term "education." Confusion has resulted here whenever the point of view is expressed that guidance encompasses all activities within a school de-

signed to be helpful to pupils. Whenever such thinking is expressed and supported, confusion is apparent, since, in the eyes of almost all educators, this would directly or indirectly include every action they take as part of their professional responsibilities. Certainly, we would not want to think of any professional educative activity as designed to have the opposite effect; i. e., to *not be helpful* to pupils.

For purposes of delineating guidance roles, it is suggested that the reader go back and study again the definition of guidance presented in Chapter I. Such study should make it clear that guidance activities are motivated primarily by concern for the pupil as an individual and secondarily by concern for the pupil as a recipient of instruction. This ever-present dual concern of all educators is the basis for the frequently voiced opinion that some guidance activities have always been present in education and are to be found in every school. It is also obvious that this primary concern for the pupil as an individual and secondarily as a recipient of instruction can, in no way, be construed as broad enough to include all of education.

The contents of this chapter have been organized around the assumption that the professionally prepared school counselor is the central figure in a program of guidance services. While roles will, therefore, be specified for each of the groups mentioned above, discussion of relationships will be limited to a discussion of those directly involving the school counselor as a key figure in the guidance program.

The School Counselor as a Specialist in Education

The school counselor has a key operational and coordinative role in the school guidance program and must, in a very large measure, be prepared to

assume responsibility for its success or failure. On the other hand, no school guidance program can be expected to succeed if the counselor is viewed as having sole responsibility for discharging the guidance function. It is essential that the school counselor be aware of the need for, and be actively engaged in, the establishment of guidance relationships with all other professional staff persons. It is the purpose of this section to discuss counselor role and professional relationships essential in developing and maintaining a successful program of guidance services.

The school counselor can be properly viewed both as a counselor and as a guidance worker. All other professional school personnel can also be properly viewed as having guidance responsibilities and, in this sense, as guidance workers.

As guidance workers, differences in professional preparation and, therefore, in competencies among counselors and other professional educators can properly be viewed as differences in degree rather than differences in kind. Differences in degrees of competencies between school counselors as guidance workers and other staff members as guidance workers in the school can be expected to be reflected in each of the following areas:

1. Competencies in the selection, administration, and interpretation of standardized tests
2. Competencies in non-testing pupil appraisal devices—their nature, construction, administration, and interpretation
3. Competency in synthesizing all pupil data in such a way that the increased knowledge gained from pupil appraisal procedures will result in increased understanding of the pupil as a person
4. Competency in being acquainted with, collecting, and disseminating information concerning environmental opportunities available to pupils, including those of an educational, vocational, and personal nature
5. Competency in group procedures and their application in the school setting
6. Competency in identifying and utilizing referral sources outside of the school setting which are available for and interested in providing one or more special kinds of services to school-age youth

7. Competency in formulating and carrying out research activities aimed at evaluation of effectiveness of the guidance program

8. Competency in the counseling process

In each of these areas, the school counselor can be expected to perform more competently and to possess a higher degree of skill than any other staff member in the school in meeting developmental needs of *all* pupils.

Every professional staff member in education is a specialist. The school counselor's specialty in education is the pupil rather than a subject-matter area. In acquiring competency in this specialty, the counselor adds, to an undergraduate background in education and demonstrated successful teaching experience, specialized preparation in understanding pupils as individuals, understanding the present and future environmental opportunities available to pupils, and understanding how to work directly with pupils in a counseling relationship as they attempt to work through choices and decisions available to them.

Understanding pupils as individuals requires both a background in appraisal procedures, including such areas as statistics, measurement, testing and non-testing appraisal devices as well as a background in the dynamics of human behavior, including the psychology of learning, the psychology of individual differences, social psychology, and the psychology of personality adjustment.

Understanding present and future environmental opportunities available to pupils is predicated on the assumption that no individual lives in a vacuum. Rather, he is affected markedly in the choices and decisions available to him by a host of environmental and cultural factors. If the counselor is to be of help to pupils as individuals, it is essential that he possess knowledges and understandings in many areas. Areas such as labor economics, sociology, cultural anthropology, occupational and educational information should each be represented in counselor education. In addition, he must be intimately familiar with currently available curricular and out-of-school opportunities.

Understanding the dynamics involved in establishing and maintaining a counseling relationship represents the third major area of professional preparation for the school counselor. In acquiring

competency in this area, the counselor cannot afford to be content solely with a technique-oriented, "how-to-do-it," or a textbook approach to counseling. Practice in counseling is as essential to the prospective counselor as is practice teaching to the prospective teacher. The counseling practicum, coupled with a thorough background of counseling theory, research, methods, and procedures, should result in the development of competency at a level which will enable the counselor to develop effective counseling relationships.

To these three basic kinds of understandings, the school counselor adds understandings relative to means of implementing the guidance function in elementary and secondary education. Understandings here are drawn primarily from the counselor's background of work experience in education. Because of this background, the school counselor is most clearly distinguished from other kinds of counselors. As a professional educator, he recognizes, appreciates, and is comfortable in dealing with concepts of guidance as a part of education, the classroom teacher's role in guidance, the importance of utilizing local community resources in guidance, the operational effects of peer and parental relationships on guidance needs of youth, and responsibilities of education in the total social order. Such understandings on the part of a school counselor develop as he considers the application of the didactic course content of counselor education to his practical school experience. They are not understandings which can be efficiently taught in graduate school to persons seeking to enter professional education. They consist essentially of attitudes and points of view developed through the difficult but essential process of deriving meaning from simultaneous consideration of academic learning and practical experience. It is in this area where the school counselor stands as a specialist among professional counselors, and it is his work background in professional education which contributes most to his uniqueness here.

The School Counselor as a Person

In addition to his academic background the counselor has a personal philosophy which is vitally essential to his success. This philosophy, growing out of both his experiences and his basic personality structure, is based on the following counselor attitudes and beliefs. The counselor is motivated toward guidance and counseling more

by his success than his lack of success as a teacher. He enters guidance and counseling because he personally feels he can make a greater contribution to education by helping pupils in ways different from that of classroom instruction. He remains confident that every pupil has positive potentialities for making worthwhile contributions to society and that education has inescapable responsibilities for assisting the pupil in this endeavor. He has a career commitment to education and the educative process.

He is concerned with societal and individual needs. He is as much concerned with maximizing individual differences as he is with recognizing similarities in pupils. He is committed to the right of the individual to choose for himself. It is this commitment which motivates him to defend counseling as the best means available to him for helping pupils which clearly protects the right of the pupil to lead his own life. He is convinced that the function of guidance is not primarily one of doing things *for* pupils or *to* pupils but rather helping pupils make choices, decisions, and adjustments for *themselves*.

He is convinced of education's responsibility for helping pupils make such choices based on increased self-understandings and understandings of environmental opportunities. He is dedicated to the proposition that every pupil has a right to obtain professional counseling assistance in the decision-making process. He is keenly aware of the fact that counseling alone cannot be sufficient for meeting guidance objectives. He knows that without full staff support guidance can never fully succeed. At the same time, he is convinced that counseling represents the highest level of professional guidance assistance which can be made available to pupils. All other guidance functions, no matter how extensive, cannot substitute for individual counseling.

As one concerned with helping pupils better understand themselves, the counselor should be a person who has devoted considerable time to analyzing and studying himself. He should be well aware of his own motivations, prejudices, and biases. He should have a realistic perception of his abilities and his limitations. He should be able to understand and accept *himself* as a person working to reach solutions to his own problems. The counselor should himself be a well-adjusted individual. By this, it is not intended that he be

perceived as an individual without problems. Rather, he should be the kind of individual who can look at problems directly from the standpoint of his own internal frame of reference and make progress toward their solution which will be personally satisfying to himself and beneficial to society. He should, in short, be well aware of his own imperfections and be making continuous progress towards correcting those he is capable of correcting and accepting those over which he appears to have little or no voluntary control.

The School Counselor's Role in Guidance

The basic guidance services were outlined in Chapter II. In this section, the specific job functions of the counselor as a participant in the guidance program will be delineated. These functions can be seen as revolving around five areas:

1. The counselor's function in part is to serve as a collector, organizer, disseminator, interpreter, and collator of information about pupils and their environmental opportunities—the basic information needed for operating in guidance.
2. The counselor has a function of providing assistance to teachers, administrators, and other special school personnel as they attempt to discharge their guidance responsibilities.
3. The counselor has a primary function of providing direct assistance to pupils in both group and individual situations.
4. The counselor has a responsibility for working cooperatively with out-of-school agencies, organizations, and individuals interested in and concerned about the guidance needs of youth.
5. The counselor has a responsibility for participating actively in local research and evaluation of the effectiveness of guidance services.

In addition to these guidance functions, the counselor as a member of the professional school staff can be expected to be assigned certain other functions. The counselor can be expected to assume special responsibilities because of his position in such activities as curriculum committees, testing committees, and case conferences. In addition, he is expected to assume equal responsibility with

other staff members in the normal implementation of routine school administrative activities.

In terms of proportions of time which the professional school counselor should be expected to devote to each of those kinds of activities, such factors as stage of development of the guidance program, extent to which school wide participation is present, and time of the school year must be considered. In spite of the operation of factors such as these, it would seem that some opinions relative to optimal conditions should be specified. These approximate proportions are:

1. Collecting, organizing, interpreting, and collating information about pupils and their environment—15 per cent;
2. Providing assistance to other guidance workers—25 per cent;
3. Providing direct assistance to pupils in individual and group settings—40 per cent;
4. Working with other agencies, organizations, and individuals outside the school—10 per cent;
5. Conducting local evaluation—5 per cent;
6. Other school functions—5 per cent.

Several implications of the suggested distribution of counselor time outlined above should be discussed briefly. First, it is apparent that more time should be devoted to working directly with pupils than in any other single activity. The counselor who does not find himself so engaged should reflect seriously on his goals, objectives, and effectiveness in the school setting.

Second, it will be noted that a considerable portion of time should be spent working cooperatively with other guidance workers in the school. Guidance can never become a *program of school wide* assistance to youth unless this area of counselor responsibility is emphasized. In working here, the counselor functions both as a consultant to and a recipient of consultative help from teachers, administrators, and other pupil personnel workers. It can be seen from the outline given above that approximately three times as much time should be spent in this kind of activity as in working with out-of-school referral sources.

Third, the counselor is seen as spending about 10 per cent of his time working with out-of-school

sources of pupil assistance. This includes his work with parents, community agencies, and interested individuals and organizations outside the school. The school counselor, like all other school personnel, operates under the assumption that the school, as part of society, must recognize that those aspects of the educator's concern for the pupil, as a *person*, must lead him to extend his activities beyond the confines of the school.

Fourth, it can be seen that approximately 15 per cent of the counselor's time is devoted to continued accumulation of current knowledge regarding pupils and their environmental opportunities. In this respect, as in the area of dealing with out-of-school resources, the counselor differs from other educators in degree of concentration. It is absolutely essential that the school counselor keep abreast of new kinds of information to be utilized in daily guidance activities. The knowledge which the counselor brings to the job as a result of his combination of experiences, undergraduate, and graduate course work must be perceived as sufficient to allow him to amass the kinds of information needed here but totally inadequate as a substitute for continuous activity in this area. The counselor must be a constant learner of new information.

Fifth, it is suggested that the school counselor devote approximately 5 per cent of his time to local research and evaluation. Operation of a successful program of guidance services demands that the counselor have readily available information about pupils and opportunities available to pupils from a local frame of reference. What is "average" in one community is not "average" in another. Pupil "opportunity" has large local implications in terms of both school and out-of-school information. In the typical school either the counselors collect these data or they remain largely unavailable. The same can be said with respect to evaluation of the guidance program. The need for changes in guidance budgets, expansion, physical facilities, and further development of the guidance program must be supported by evidence that guidance is making positive contributions to educational objectives. The school counselor must accept major responsibility for carrying out local studies of guidance effectiveness.

Finally, it can be seen that approximately 5 per cent of the counselor's time is being spent in activities not *directly* concerned with discharging the

guidance function. It is hoped, of course, that this proportion can be lowered still further in many schools. If it does not rise above 5 per cent, it will not seriously damage counselor effectiveness. This includes such activities as taking attendance, hall duty, luncheon duty, substitute teaching, ticket taking, and sponsoring of school social activities. These duties are not enjoyed by most educators, but they are essential to the successful daily operation of the school. The counselor, as an educator, does not consider himself to be so "special" that he deserves to be excused from such activities so long as they are routinely required of all teachers. Like teachers, counselors hope the day is not far off when other provisions will be made.

The Pupil's Role in Guidance

Pupils are complex persons and, as we attempt to understand their roles and relationships, we tend to ignore their complexities and oversimplify these roles and relationships for adult convenience.

The pupil has a concept of himself prior to his introduction to a program of guidance. He responds to these services as he understands that they protect or enhance this concept. This is part of the role he must take on the way to maturity. Negative responses of the pupil such as the distortion of test scores, satirical self-descriptions, or refusal to make the best possible effort, must be accepted as a necessary part of some pupils' roles. On the other hand, he may take the part of the overwilling recipient of services continuously seeking advice, because advice may be accompanied by a series of compliments necessary to sustaining the self-concept.

Such extremes of response to guidance services as those above are recognized by the counselor as meeting the pupils' needs as he understands them. If attitudes and behaviors such as these cannot be accepted as part of the process of maturing for some pupils, they may be unable to establish a relationship with a counselor conducive to mature self-direction or profit from the basic services described in Chapter II.

Each pupil's role will be individualized and unique as he understands and accepts the services offered as a means to achieving a present or future ideal concept. This is the common element of the pupil's role in guidance.

Another important factor in the pupil's role is the extent to which he is active in the process.

This may be controlled by personal motivations or by the extent to which he is permitted to be active by others. The active role of the pupil is necessary to his growth.

Time and effort of the adults concerned can be better spent in helping the pupil develop a desire to participate in the process or in creating situations in which he can participate fully, rather than attempting to impose these services on a pupil whose role previously has been a passive one.

The degree to which the pupil can and will accept responsibility for his own behavior is a factor in the role he assumes. The pupil, unable, unwilling, or not permitted to accept responsibility for his active role, cannot make progress toward maturity through guidance experience. Since this is usually a matter of degree, it is desirable that the service offered the pupil be consistent with this factor in his role.

Other factors important in determining the individualized nature of each pupil's role in the guidance process are obvious to those concerned with the developmental processes carried on in the school and home. They are mentioned here only to remind the reader that they are of at least equal importance in guidance. These factors include intelligence, knowledge, skill, and feelings. It is imperative that the role of the pupil be recognized and accepted as a primary role in the guidance process. This role must be understood in order that the direction and extent of the services offered will be productive. Without this understanding, the efforts of the school and home become blind—groping to help.

The basic concepts presented above should be studied carefully by all readers of this handbook. Only when these concepts are clearly understood can the material presented in this section be viewed in proper perspective. Assuming these concepts, there remains the question of specific behaviors of pupils affecting their potentiality for profiting from guidance services.

Ideally, a pupil who is optimally able to profit from guidance services will: (1) have a recognized need for help in the decision-making process; (2) have mental ability and attitudes required to work through this process in the counseling interview; and (3) have the resources available to implement decisions reached in counseling. For each of these

variables, considerable differences are evident among pupils in any single school.

The first variable—a recognized need for help in the decision-making process—is perhaps the most crucial of the three. It is impossible to counsel a pupil unless he recognizes a need for help. The futility of such an approach is obvious to any counselor who operates on a strict sequence of counselor-scheduled and counselor-initiated interviews. It is essential that some anxiety—some conscious need for seeking a reasonable solution to a problem—be present in the mind of the pupil before he can be successfully counseled. If no such problem is apparent, the counselor may actually attempt to induce anxiety in the pupil in order that counseling can take place. Helping pupils become concerned about such problems as choosing from course electives open to them, what the testing program tells them about themselves, their wise use of leisure time, or what they will do upon leaving the secondary school, is often a necessary prerequisite to successful counseling. The extent to which counselors are successful in carrying out this counseling prerequisite will be directly related to the counselor's ability to meet developmental guidance needs of *all* pupils in the school. As guidance and counseling become accepted concepts among pupils in the school, an increasing proportion of the counselor's counseling time can be expected to be occupied by pupil-initiated counseling interviews—interviews where the pupil's need for help is recognized when he first meets with the counselor.

In American society today, the task of motivating pupils toward seeking solutions to their own problems is rapidly becoming more difficult—and more essential. They are becoming more difficult because of two basic variables operating in our culture: (1) the rapidly increasing complexity of American society with its correspondingly rapid increase in the number of alternatives facing each pupil, and (2) the rapidly increasing tendency in our culture for persons to depend on others to solve their problems, to direct their lives, to "take care" of them. It is essential that assistance be provided each pupil in becoming an individual—in making his own decisions and accepting responsibility for decisions he has reached—in choosing wisely from among the many alternatives available to him. If such assistance is not provided to pupils, we run the risk of developing a society where less and less

is accomplished through individual initiative, and failure cannot be said to be the fault of anyone. This trend is one which must be reversed by helping pupils recognize and accept responsibility for their own decisions; i. e., to become aware of and work actively toward the solution of their own problems.

The second variable—the mental ability and attitudes of the pupil—is one more difficult to control. It must be recognized, since counseling is a learning process and pupils vary in their ability to learn, that pupils will vary in their ability to profit from counseling and guidance. The pupil should work through solutions to his problems in such a way that he can make his own decisions. This is a prime goal of the school counselor. At the same time, the over-all goal of the school counselor is to help the pupil arrive at the wisest possible decisions. Where the pupil appears to be less than minimally capable of deciding for himself, the counselor may decide to take a more active role in the decision-making process. To do so requires a great deal of counselor perspective and an even greater degree of belief in the worth and dignity of each pupil with whom he deals.

The third variable—having the resources required to implement decisions reached in counseling—is one of the most crucial to recognize in viewing both the goals and the potentialities of counseling for being of assistance to pupils. It should be apparent that to consider only individual factors and generalized information concerning environmental opportunities is insufficient for accomplishment of counseling objectives. At some point in counseling, the pupil needs to arrive at answers to the question, "What will I really do?" These answers must take into account reality for that individual in his environment. All persons are restricted in opportunities available to them by a host of specific environmental factors—cultural, social, financial, and geographical. None is really free to choose from an unlimited range of opportunities which might be devised for a person with a particular set of abilities and interests. One of the most basic goals of counseling is to help each individual choose from among as wide a range of opportunities as possible. Typically, this means broadening the pupil's perspective beyond that which existed when the pupil came for counseling. At the same time, it is essential to realize that the extent to which these opportunities can be

broadened will be directly related to the pattern of environmental restrictions operating *for that pupil*. This means that part of the counseling conversation must be devoted to these restrictions as well as to broadening the perspective of the pupil. In operating so as to take this variable into account, the counselor can perhaps most profitably view himself and his function as that of a realistic optimist. He wants to help each pupil find as few restrictions as possible; but, at the same time, he wants the pupil to be aware of and accept in the decision-making process the restrictions he has.

The Teacher's Role in Guidance

The extent to which a teacher becomes a guidance worker is a matter of perception and need. It would be presumptuous to say that every teacher must assume certain guidance functions or strive to be as active in guidance as every other teacher. The degree to which a teacher understands the purpose and function of guidance services and the degree to which he sees a need to know and understand pupils plays an important part in defining the teacher's role in guidance.

As was pointed out earlier in this chapter, the differences between the counselor as a guidance worker and the teacher as a guidance worker are more a matter of degree than of kind. The teacher's main responsibility in the school is one of instruction while the counselor's responsibilities center around the pupil. This does not mean that teachers are not interested in pupils or that counselors are not interested in subject-matter content. It does mean that the teacher has been educated to communicate to pupils an understanding and mastery of certain substantive knowledge. The understanding the teacher has of his subject-matter and the means by which it may be effectively communicated to pupils represents the teacher's prime area of specialization.

The extent to which a teacher functions effectively as a guidance worker depends upon the balance he strikes between his interest in pupils and his interest in his didactic area of instruction. To place a high priority on either with a resulting de-emphasis on the other is to make for teachers who are ineffective in both their guidance *and* their instructional roles. The challenge of maintaining a sincere enthusiasm among teachers for both interests is one which all counselors should support. Those teachers who profess an interest in pupils

to the exclusion of a sincere interest in and enthusiasm for their subject-matter area are as inferior as teachers who profess no interest in pupils. The balance comes in finding teachers who are dedicated to helping *pupils learn*. Both words—"pupil" and "learn"—must be emphasized.

The following description of the guidance function of the classroom teacher must be viewed from the perspective presented above. In addition, it is intended to make clear some of the specific reasons why guidance was defined in Chapter I as a program of *school wide* assistance to youth.

First, the teacher, because of the many hours spent with pupils, becomes a potentially valuable source of information concerning pupils. The teacher sees the pupil in many daily situations associated with classroom activities. He sees the pupil respond to a variety of learning situations, develop study habits, work with other pupils, express self-concepts, succeed, and fail. Of the pupil appraisal procedures discussed in Chapter II, the teacher shares with other guidance workers responsibility for such instruments as the cumulative record, the personal data blank, the pupil autobiography, and the standardized testing program. The teacher is solely responsible for the success or failure of certain pupil-appraisal procedures. These include the very important appraisal areas represented by the anecdotal record, rating scales, sociograms, parent-teacher conferences, and programs of home visitation. The teacher is the only person in the school in a position to make these appraisal procedures operate effectively in the total guidance program. While the counselor can and should provide consultative help regarding *how* such procedures can be effective, it is only through the active interest of the teacher that they can be successfully implemented.

Second, the teacher may, himself, function as a counselor to certain pupils. In every school there are some pupils who can be expected to relate better with particular teachers than with the school counselors—no matter how skilled or experienced the counselors may be. The pupil who brings his problems to a teacher in preference to a counselor should not be rejected by the teacher or automatically referred to a counselor. The pupil came to the teacher because he trusted him, had confidence in him, and believed that the teacher could help him in seeking solutions to certain difficul-

ties. In such cases, the teacher can certainly listen to what the pupil has to say. Sometimes, this, by itself, will be sufficient for the pupil to make wise decisions for himself. On other occasions the teacher may feel it appropriate to supply the pupil with information which the pupil seeks. At still other times, the teacher will see fit to function as an advisor (rather than a counselor) and proceed to tell the pupil of actions which the teacher believes appropriate for him to consider.

Third, many times the teacher will find himself at a loss because of a combination of lack of information, skill, and time to help a pupil who comes to him beyond the point of listening to the pupil state the problem. Often, he will observe pupils in his classes appearing to be in need of counseling help who are not voluntarily seeking out either teachers or counselors. In these situations the teacher may decide to refer the pupil to the school counselor. This referral function, then, represents a third major guidance function of the classroom teacher. The first step in helping pupils is to correctly identify those pupils in need of help. This, the teacher can do better than anyone else in the school.

Fourth, the teacher has many occasions to interpret the guidance program to pupils. A substantial portion of the attitudes pupils have towards school in general and the guidance function as part of education are those they learn from teachers. Casual teacher remarks have, for example, contributed greatly to either positive or negative pupil attitudes towards clubs, extra-curricular activities, and vocational education. This same phenomenon is observable with respect to pupil attitudes towards guidance. Guidance services interpreted by teachers as positive means of aiding developmental objectives of all pupils will do much to create the kinds of pupil attitudes essential for the accomplishment of guidance goals.

Fifth, every teacher has potential for collaborating with the school counselor in carrying through with suitable activities following the counseling interview. There are, for example, many pupils who, as a result of counseling, decide to study more, use their class time more efficiently, or to devote special attention to their work in a particular class. If such well-meaning intentions are to be translated into more than feeble attempts at implementation by the pupil in the classroom setting, it is essential that teachers be aware of

their nature. More than this, it is essential that teachers express to the pupil through their actions a *belief* that the pupil will, in fact, succeed in implementing decisions he has reached. We must believe in the potential of every pupil for improvement, not insist that the pupil "prove himself" in order to convince us of his sincerity. This, of course, is largely an attitudinal matter on the part of the teacher. At the same time, it is a vital teacher-guidance function and an essential part of the total counseling process for many pupils.

Finally, the teacher has in the classroom setting multiple opportunities for helping pupils grow in self-understandings as well as in subject-matter knowledge. By his actions in correctly identifying and providing for individual differences in the classroom, the teacher contributes directly and effectively towards development and crystallization of the pupil's self-concept—the picture the pupil has of himself. By consciously trying to create situations in which pupils learn about themselves from themselves by trying a variety of different tasks, the teacher helps the pupil *be someone*. Each pupil needs to be someone who is successful, worthwhile, and accepted as a worthwhile individual. Until he *is someone*, it is difficult for the pupil to set his sights on *becoming something*. Every teacher affects pupil self-concepts—positively or negatively—each day in the classroom. To the extent that positive contributions are made, the teacher is indeed a guidance worker in the truest sense of the word.

Perhaps at this point the teacher will ask, "How much time does it take to be a guidance worker in addition to my regular instructional duties?" It would be reassuring, perhaps, to say, "None;" but this would not be true. The guidance function of the classroom teacher pictured here is not intended either as a means of adding still more to the teacher load or in terms of relieving the teacher of work. The time a teacher devotes to guidance activities is properly viewed in terms of: (1) achieving objectives of the total guidance program; and (2) improving effectiveness of instruction. Guidance is designed to make things *better* but not *easier* for both teachers and pupils.

Administrator's Role in Guidance

Guidance, like any other part of the school program, requires administrative actions for its successful operation. Such actions are properly the

province of the school administrator. Specifically, the school administrator is seen as responsible for five kinds of administrative activities in the guidance program: (1) setting direction for guidance in the school, (2) directing staff actions in guidance, (3) evaluating effectiveness of guidance services, (4) administrator support of guidance in the community, and (5) guidance actions of the school administrator involving direct contact with pupils. Each of these kinds of activities calls for close administrator-counselor working relationships and is discussed separately below in terms of these relationships.

First, determining directions the guidance program should take in the school: Here, both the technical knowledge of the counselor and the broad perspective of the administrator are required for effective action. The counselor should be able to collect data regarding guidance needs of pupils in the school. Such data, along with clear explanation of counselor competencies available for meeting identified guidance needs, should be presented to the school administrator. Armed with these two kinds of data, the school administrator should, in consultation with guidance and other professional school personnel, be able to outline the scope and objectives of guidance in his school in meaningful terms. Such decisions will be made taking into consideration how guidance goals and objectives fit in with the broader set of goals and the total philosophy of education existing within that school. Implementation of such decisions will demand, of course, that budgetary considerations be taken into account. Determination of that portion of the school's operational budget designated for guidance services must be an administrative decision.

Second, directing staff actions in guidance: Here, the administrator must first, in consultation with the counselor, decide on the kinds of activities which should have priority on the counselor's time. This kind of determination will involve a wide variety of school policies including counselor relationships with pupils, teachers, parents, referral sources, and other individuals, agencies, and organizations with whom the counselor may work. It is to be expected that counselors will vary both in interests and skills required for performance of the many tasks which might legitimately become a part of the counselor's job. The determination of the job of a particular counselor should be made

with both the total guidance function and specific counselor skills in mind.

After counselor tasks have been specified, determination of specific guidance functions of other staff members must be made. This involves both the determination of general guidance functions of all classroom teachers and specific guidance functions for particular staff members. For example, it may be decided that the ordering of occupational information should be done through the school librarian, that maintenance of cumulative records should be carried out by homeroom teachers, or that pupil autobiographies will be collected in ninth and eleventh grade English classes. Such determinations should, of course, be made in consultation with the particular staff members involved. The point is, however, that accomplishment of the total guidance function will necessarily involve other staff members in addition to the counselor. Both determination and administration of such functions should be accepted as responsibilities of the school administrator.

Third, evaluating effectiveness of the guidance function: It is essential that the school administrator accept some responsibility for making decisions with reference to the criterion problem in evaluation of guidance services. This is, of course, directly related to decisions discussed earlier with respect to goals and directions in guidance. The administrator must determine, again in consultation with counselors, what he hopes guidance will accomplish in the school. Such statements must be made in a form amenable to measurement. Assignment of the details of collecting and analyzing data required for evaluation will in most schools be assigned to the counselor. Judgments regarding the adequacy of performance must, however, be routinely accepted as a responsibility of the school administrator. Such judgments should be made with respect to the entire guidance function and not simply counselor function. They should, of course, result in decisions regarding guidance goals to be sought and guidance functions to be assigned following the evaluation.

Fourth, supporting the guidance function: The guidance function in education is one which requires clear administrative support and understanding in dealing with a variety of individuals, agencies, and organizations. The administrator will be asked about the guidance function by such wide-

ly diversified groups as school board members, parents, service clubs, and prospective employers. If guidance is to retain its proper perspective, the school administrator must be prepared to discuss it with such groups in terms of the contribution of guidance to the total educational function. Without this kind of administrator support, the guidance function is susceptible to much misunderstanding.

Fifth, direct contact with pupils: In terms of ultimate attainment of guidance objectives for all youth, this is perhaps the most vital of all administrative functions discussed here. The school administrator, more than any other individual, determines the educational climate of the entire school. By his actions, the attitudes of pupils, parents, teachers, and all other community members are influenced toward the goals and objectives of education. While this administrative function goes far beyond the guidance function, its influence on guidance effectiveness is so important as to deserve recognition here. In addition to this general influence, the administrator will, of course, also have numerous individual contacts with pupils. By his actions in such situations, he has daily potential for helping those pupils through wise decisions he makes in their behalf.

Counselor Relationships in the Guidance Program

It is the purpose of this section to describe counselor relationships in terms of ways counselors work with other individuals concerned with pupil welfare. Each will be briefly discussed in terms of types of relationships making for effective programs of guidance services. It is recognized that many times the ideal being described will not be found in practice, and the counselor will have to adapt his behavior accordingly. In almost any school, some evidence will be found of teachers who don't care about pupils, of administrators who view counselors as hired to perform the administrator's unwanted chores, of pupil personnel specialists who resent counselor concern for "their" clients, of pupils who need counseling very much but refuse to profit from opportunities for counseling, and of parents who wish they weren't.

To discuss counselor relationships in terms of interactions with all possible situations would demand a handbook of excessive length. As an alternative, many expected relationships will be briefly pictured here in terms of how counselors

would like them to be; i. e., in terms of those patterns of relationships which make for the best kinds of guidance programs. Where differences are observed from this "ideal," it is hoped that attention will be directed towards analyzing the nature of such differences, the reasons for them, and the degree to which it appears feasible and desirable to attempt changes.

Parents and the guidance program. It would be inappropriate to think in terms of the "role" of the parent in the school guidance program. At the same time, it is not only appropriate but also necessary that certain *relationships* between parents and school counselors be given careful consideration. Both the parent and the counselor know, care for, and worry about the pupil and the kind of person he is becoming. The goals of both are to help youth grow into mature, responsible adults leading lives characterized by warm personal satisfactions and honest contributions to society. It is, however, differences in ways available to parents and counselors for helping youth and ways in which parents and counselors should work together with which concern is being expressed here.

The concepts of knowing and understanding the pupil from the standpoint of the parent and counselor will be discussed first. The parent knows his own children, not only because he has been with them since birth, but also because they are a part of him. While each individual is truly unique, the close association and shared environment of parent and child make many parental characteristics and attitudes become those of the child. Parents frequently see themselves in their children and, as a result, understand their actions in ways not available to any other person. Perceptions of children as seen by their parents are often clear and insightful. At the same time, they are seldom unbiased or entirely objective. At least they should not be. Every child needs others to believe in him. He should be able to depend on his parents to fulfill this need even at those times it appears all others have lost confidence in him.

The counselor, by contrast, emphasizes objectivity in his attempts to understand children. He learns about pupils by comparing a given pupil with others on certain characteristics and by comparing a set of characteristics as he assesses them within the pupil. This is not to say a counselor knows a pupil better than the parent but only that

he knows him in a different way. Both counselor and parent perceptions need to be communicated to youth and discussed between parents and counselors as each attempts to help the pupil better understand himself.

Both parents and counselors care for and are concerned about the pupil. The parent's love for his own children is, of course, a unique and distinct phenomenon completely unavailable to any other person. It is rightfully possessive, typically enduring, and eternally optimistic. The parent's concern for his child is inevitable in the sense that whatever decisions the child makes directly affect the parent and often call for a whole set of parental decisions of major personal consequence. The counselor cares for and is concerned about each child as a worthwhile individual capable of growing into a mature and responsible adult. The way in which the counselor cares, however, in contrast to the parent, is oriented primarily around respect and not affection. The extent to which the counselor can express care for a particular pupil is, of course, much more limited than that of the parent. In both cases, the care is real and genuine, but it is not the same and is not intended to be.

Both parents and counselors want pupils to accept responsibility for decisions they have reached. Here, too, a different set of circumstances prevails with respect to ways in which this goal can and should be carried out in practice. The parent has both a right and a responsibility to convey to his children the thinking of the parent with respect to the nature and wisdom of possible alternatives available to the child. The fact that almost every decision made by the child directly affects the life of the parent makes such parental action essential. All children need and most seek mature, adult opinions with respect to the wisdom and desirability of major choices they must make. Such opinions properly come from parents. Too many parents, in their zeal to allow their children to choose for themselves, fail to realize the persistent and vital needs of youth for the kinds of adult opinions which only parents are entitled to provide.

The counselor, on the other hand, has neither a right nor a responsibility for conveying to pupils the counselor's personal feelings with respect to the wisdom of pupil decisions. The counselor can best help youth and their parents in the decision-

making process through helping both better understand the pupil and the variety of environmental opportunities available to him. Decisions themselves must be made by both pupils and parents. Opinions regarding their desirability are not the prerogative of the counselor. The counselor assists both pupils and parents in the decision-making process through serving as a source of information and as a sounding board as they attempt to make decisions affecting their lives. Such decisions affect the counselor's life to only a relatively small degree and so are not his to make. He does have a responsibility for helping both pupil and parents acquire a broader and more accurate basis for decision-making than they had prior to seeing the counselor, but he does not—or at least should not—assume responsibility for the nature of decisions reached. This is a sacred right of the child and his parents. It is a right which good counselors seek to preserve.

There remains the question of how parents and counselors can and should work together towards attainment of their common objectives of helping youth. Parent-counselor contacts should be initiated by either party whenever an apparent need for communication arises. There are two points in the secondary school when systematic counselor contacts should be made with all parents on an individual basis. The first is at that point when the counselor is attempting to help pupils decide on the pattern of courses they will pursue in the senior high school. Here, it is hoped that the pupil will discuss alternatives carefully with his parents and make decisions with parental advice. The parent is in a better position to help his child if he has had direct contact with the school counselor. In this way, he can receive information regarding the pupil and opportunities available to him in a situation where the parent can raise questions and discuss alternatives privately with the counselor. The second point of systematic parent contacts should be at the time the counselor is working with seniors on post-high-school planning. Here, too, the nature of decisions to be made and their possible consequences demand that the parent be equipped with a great deal of information if he is to help his child make wise decisions. When parents are not involved, much of the counselor-pupil discussion is often wasted because of parental circumstances unknown to either. Both parents and counselors can help each other to help youth. Neither should ignore the

other if children are to receive the help they need in making wise decisions.

In some schools, three-way conferences involving the parent, counselor, and pupil are routinely conducted. While such conferences may be helpful, they should not be considered as adequate substitutes for parent-counselor contacts where the pupil is not present. In the parent-counselor conference, the counselor does not attempt to counsel the parent in the truest sense of the word. That is, the primary topic of conversation is the child, not the parent. The conference consists of an exchange of information regarding the child and his opportunities designed to provide both parent and counselor with new insights. While occasions for direct counseling of parents will sometimes arise during such conferences, this is not the reason they should be called. The school counselor who routinely attempts to counsel parents is, in effect, depriving pupils of counseling time. It will and should occur at times but it is not the primary reason for counselor-parent contacts.

As with pupils, many parent contacts will be extremely short while others will require one or more hours. Parents with specific questions regarding such matters as curricular choice, college admittance, school placement services, or selective service requirements should find counselors willing and able to provide them with specific answers in a very short period of time. Parents who want to consider a host of interrelated matters relative to decisions their children must make should find counselors who are willing to take the time to look at the total picture. The counselor serves primarily as a source of information to parents but is not as active in the decision-making process with them as he is with pupils.

Counselor-teacher relationships. Teachers and counselors are professional colleagues. Neither should be considered as better, more important, more privileged, or possessing greater potential for being of help to pupils than the other. The counselor has a primary interest in guidance and a secondary interest in instruction. The teacher has a primary interest in instruction and a secondary interest in guidance. Where such situations exist, we do not find counselors saying to teachers, "Don't talk to me about your instructional problems—I'm the guidance man." Neither do we find teachers saying, "I will handle the math and you handle the guidance. I won't ask you to help

me with math if you don't ask me to help you with guidance."

Rather, we find teachers who recognize and accept guidance as a school wide program of assistance to youth; who recognize and accept the teacher's role in guidance as outlined earlier in this chapter; and who are well aware of the fact that the goals of guidance can never be accomplished solely through counselor actions. We also find counselors who recognize and accept the fact that the primary reason why schools exist is for instruction of youth, who are willing to view guidance as a service fitting in with this over-all objective of education, and who do not act as though the entire school program should revolve around guidance goals for particular pupils.

Teachers and counselors each have a consultative role to play in the total guidance program. The counselor serves as a consultant to teachers in the technical areas of appraisal, information concerning environmental opportunities, out-of-school referral sources, and counseling. The teacher serves as a consultant to counselors with respect to behavior patterns of pupils, the need for guidance on the part of certain pupils, the feasibility of proposed classroom environmental changes, and the effects of various counselor actions on observed changes in pupils in the classroom.

Neither teachers nor counselors consider themselves in a position where they are responsible for directing or ordering the other to perform certain functions. Each recognizes the potentiality of the other for being of assistance in the attainment of both guidance and instructional objectives. At the same time, each also recognizes that the other can assist if he chooses but cannot be forced or "made" to cooperate in an effective manner. As with any other enterprise, schools have a need for directives, and administrative edicts applied to employees. Both teachers and counselors will receive such edicts frequently—but they should not give them to each other.

Both the teacher and the counselor are specialists in education in a very real sense of the word. As specialists, we do not find teachers asking counselors, "How should I organize my classes and courses in order to make them more effective?" Neither do we find counselors asking teachers, "What is my job and how should I be spending my time?" Each is supposedly well prepared for

the function in which he engages. The word "teacher" denotes a professional specialty in education and so does the word "counselor." The efforts of teachers and counselors to help each other come about through a recognition of their shared interest and the interdependence of guidance and instruction. Both teachers and counselors must be aware of the skills and knowledges essential for effective action in their own specialties.

Counselor-administrator relationships. Counselors must accept the school administrator as one in a position to give administrative direction and leadership to the guidance program. The two words "direction" and "leadership" can be misleading, however, in that they are both properly used with different connotations. Administrative direction and leadership is not the same as the leadership and direction growing out of professional specialization. In one sense, the administrator is the director and leader of English education in the school while, in terms of professional decisions concerned with this specialty, the English teachers may be considered as "directors" and "leaders" in an equally appropriate sense. It is just so with guidance. Basic decisions regarding the direction guidance *will* go and who *will* perform certain guidance functions are made by the school administrator taking into account the total pattern of school operations. Basic decisions regarding the direction guidance *should* go to be maximally effective and who *can* best perform certain guidance functions should be made by the school counselor as the school's guidance expert. Both are "leaders" and "directors" but in a different sense. Counselors do not expect administrators to assume responsibility for determining what makes a good guidance program any more than they will for what determines a good foreign language program. They do expect administrators to be sufficiently conversant with and sympathetic to the needs of guidance so as to be in a position to make appropriate decisions regarding the kind of program this school can afford. Administrators should expect their school counselors to brief them in an accurate and knowledgeable manner regarding the present status and future needs for guidance in the school. This is basic to good administrator-counselor relationships.

The administrator should expect the counselor to provide him with pupil data required for administrative decisions. For example, the counselor

should provide evidence of the need for ability grouping, for curricular changes, for special attention to certain kinds of pupils, and of the need for additional guidance services. In this sense, the counselor provides *assistance to* the school administrator. At the same time, the counselor should not be used as an *assistant* administrator. Details involved in actual curriculum construction, production of the master schedule, ability grouping, and pupil accounting are administrative and not guidance functions. If the counselor functions as outlined earlier, he will have plenty to do without relieving the school administrator of tasks such as these.

The administrator should expect the counselor, like himself, to be interested in the total school program since guidance is a school wide function. He should not, however, consider the counselor as one who will automatically report to the administrator any information made known to the counselor affecting the total program. The counselor, by virtue of his counseling duties, receives many bits of pupil and teacher information in confidence which he is committed to keep confidential. Both pupils and teachers need to feel that information concerning them collected under such conditions will not be reported to the school administrator. The only effective way of accomplishing this objective is for clear understandings to exist between counselors and administrators regarding the importance of the confidential counseling relationship.

Finally, something should be said regarding administrator-counselor relationships in those aspects of the counselor's job referred to earlier in this chapter as "other school functions." It will be recalled that the counselor was seen as spending approximately 5 per cent of his time in such activities. The goals and objectives of guidance are greatly endangered in those schools where the administrator views the counselor as the "always available" person for *other things*. Because the counselor has a special interest in pupils, he will attend pupil functions more regularly than the typical teacher. This does not mean that he should always be the one to volunteer to chaperon at school dances or school bus trips. The fact that he may have no regularly scheduled classes does not mean that he has no regular duties to perform. He should not be construed as one "always available" for substitute teaching, for hall duty, or for

transporting sick pupils to their homes. Counselors are as available but no more so than any other professional staff member for such activities. School administrators who routinely use their counselor time for such things are doing so at the expense of a quality program of guidance services.

Counselor-pupil personnel relationships. As schools have grown in size and complexity, increasing need for a variety of specialists whose work revolves primarily around meeting non-instructional, non-administrative pupil needs has become apparent. As a consequence, we have seen, in addition to guidance specialists, other kinds of personnel including school psychologists, school attendance officers, school social workers, and school health officers combining to form a team of pupil personnel specialists who, through their joint efforts, are primarily responsible for what has come to be known as the pupil personnel (as opposed to the instructional or the administrative) phase of public education. The school counselor is properly viewed as one of the pupil personnel specialists in such systems. In view of the apparent need in Iowa for rapid expansion of the total pupil personnel phase of the school program, it seems desirable to briefly outline relationships of the school counselor with other personnel specialists. While to discuss such relationships for each specialist would be impractical from the standpoint of their frequency of employment in Iowa schools, several basic principles can be presented which will be generally applicable.

To begin, the counselor differs from other pupil personnel specialists in his concern for *all* youth in the school. Each other specialist, with the possible exception of the school nurse, has a clientele of a much more restrictive nature. Because the counselor is concerned with all pupils, it follows that he is interested in each pupil working with other pupil personnel specialists. This concern should not be construed as supervision in any sense. It is rather simply a sincere interest in all pupils which prompts the counselor to maintain these close working relationships.

As a member of the pupil personnel team, the counselor does not consider himself either an adequate or an inadequate substitute for a school psychologist, a school health officer, a school social worker, or a school attendance worker. Each of these specialists is seen as being better equip-

ped in terms of professional background to help certain pupils meet their needs than is the school counselor. The counselor is a specialist in helping all pupils meet their developmental guidance needs. Each of the pupil personnel specialists has a different aspect of youth needs in which he is particularly competent. None is rightfully viewed as more competent than another. Rather, each possesses a different set of competencies and so different (not *differing*) potentialities for being of help to youth.

Just as classroom teachers use the counselor as a referral source, so does the counselor use other pupil personnel specialists for referral purposes. Whenever we speak of a pupil in need of help in solving problems, we do not automatically mean he is in need of guidance. Guidance represents only one kind of help available in the total school program and guidance specialists are most willing to acknowledge this fact.

The counselor, as a particular kind of pupil personnel specialist, is most clearly distinguished from other pupil personnel specialists in terms of his skills in counseling, appropriate pupil appraisal procedures, and ability to assess environmental information needed by all pupils, and his dependence on classroom teachers as professional co-workers in discharging the guidance function. In relating with other such specialists, these are the skills which the counselor seeks to have recognized.

It is inevitable that, in his concern for guidance of all youth, the counselor will, on occasion, engage in some activities closely resembling specialties of other pupil personnel workers. For example, he may find it necessary to administer an individual intelligence test, to make a home visit, to study causes of excessive absenteeism from school, or to consult with a physician. When he does so, it is because of his concern for the pupil and the inability or lack of need to call in another pupil personnel specialist at the time. Typically, the counselor's purpose will, because of his guidance emphasis, be somewhat different from the purpose of other pupil personnel specialists even when engaging in these kinds of activities. The counselor (when qualified to administer individual mental tests), does so because he is wondering about the possible existence of a reading handicap, language handicap, or because some pupils become upset when taking a paper-pencil type test, and

not because he wants to "take over" the duties of the school psychologist who uses such instruments for diagnostic and special educational classification purposes. When he visits a home, it is usually in connection with the developmental guidance needs of a pupil and not because he wants to engage in the remedial function of the school social worker. Analogous examples could be given for each of the other pupil personnel specialties. The point, however, is clear. The counselor is not substituting for any other specialist but simply doing his job.

Counselor-pupil relationships. The most crucial relationships in which the counselor engages are those involving pupils. For this reason, it is essential that a set of clear-cut statements be made regarding the basic nature of effective counselor-pupil relationships in the school setting.

The counselor must see the pupil as a worthwhile, unique individual possessing potentiality for positive growth in ability to solve his own problems. He must see himself as functioning in such a way that decisions affecting the pupil's life are made by the pupil and his parents rather than the counselor. He must see his objective as one of lessening, not increasing, pupil dependence on the counselor in the problem-solving process. He must see the counseling relationship as an opportunity for the pupil to learn about himself and his opportunities in such a way that the pupil is aided to responsible self-decisions and so to greater maturity.

The pupil must see the counselor as an accepting, permissive person with whom he can relate and in whom he can confide without fear of reprisal, scorn, ridicule, or shock. He must feel that this is a person he can trust with his confidences and one who has the ability to help the pupil to help himself. The counselor must be viewed in the counseling relationship as one who has a sincere interest in the pupil as a person and as one who knows certain things presently unknown to the pupil which will aid him in seeking solution to his difficulties. Certainly, the counselor must be viewed as a mature, responsible adult capable of understanding the pupil with his problems. The counselor should not be viewed as the one person who is trying to make things "easier" for the pupil or who can be counted on to "side" with the pupil "against" teachers and school adminis-

trators. The counselor will accept criticism of the school and its staff from pupils; but he will not, nor should he be expected to, agree with a pupil's criticisms. The counselor is not the one who defends the school or its staff to the pupils, but he is one who should be viewed by pupils as capable of helping them understand and plan positively with respect to interactions with teachers, school rules, and the total school program.

Outside of the counseling relationship, the pupil should see the counselor as a member of the school staff. As such, the pupil should not be surprised or disappointed if the counselor admonishes him for socially unacceptable behavior in the hall or on the playground. Neither should he be surprised if, at pupil functions, the counselor prefers the company of other staff members to that of pupils.

Conclusion

Counselor relationships, like those the coun-

selor establishes with teachers, parents, school administrators, and other pupil-personnel specialists, do not occur automatically just because the counselor is appointed to his job or because they are the kinds of relationships counselors hope to build. The development of relationships, such as have been described here, comes about as a result of attitudes developed through counselor interaction once he has assumed his duties. Conscious attention to the importance of relationships and skill in developing and maintaining effective working relationships represents one of the distinguishing marks of the successful school counselor. While their development will to a large degree be the counselor's responsibility, it must be recognized that it requires at least two people in order to establish a personal relationship. It is hoped that this discussion of relationships will be helpful to both counselors and those with whom they must work in developing the kinds of counselor relationships which make the difference between an effective and an ineffective guidance program.

GUIDANCE cannot operate in a vacuum—either physical or financial. If the kind of guidance program described in this handbook is to function effectively, attention must be paid to both space and fiscal considerations. In keeping with the general tenor of the handbook, no attempt is made here to approach problems from a “how-to-do-it” point of view. Rather, both physical facilities and costs will be discussed from the standpoint of *what* is desirable and *why* it is considered so.

As with any other aspect of the school program, it would be difficult, if not impossible, to specify any *minimal* conditions essential for successful performance of the guidance function. Moreover, any such specifications would carry automatic connotations of becoming the *maximum* in some schools—a danger which should be avoided. It would be equally undesirable to speak of *optimal* conditions for guidance in a particular school unless detailed knowledge was available concerning the remainder of the school program. These two terms, therefore, are not used here in describing physical facilities and costs in guidance.

The literature is filled with descriptions of “desirable” guidance facilities including such items as rugs for the floor, drapes for the windows, comfortable furnishings, soft lights, and even restful music piped in by remote control. There is no rational, defensible argument possible to support the necessity for any such accessories. Physical facilities for guidance are considered as much related to the success of guidance as physical facilities for instruction are to instructional success. While no one would deny their importance, they are not nearly so important a variable as the persons responsible for their use.

As a general principle, it is contended here that physical facilities for guidance should be of comparable quality to physical facilities in the rest of the school. Where each subject-matter teacher is consulted prior to construction of a new school regarding what he would consider to be desirable facilities for his area of instruction, this same privilege and opportunity should be extended the school counselor with respect to guidance. Where all the professional staff are forced to work in small, inadequate quarters, the counselor should not insist on optimal facilities in which to carry on his functions.

Physical Facilities

Counselor Offices

With this general orientation, the question can be asked, “What should guidance facilities look like and why?” The counselor’s office is the central place to begin in providing an answer to this question. The single most important criterion to keep in mind when judging the adequacy of a counselor’s office is *privacy*. This should be one place where the pupil and counselor can carry on a counseling relationship without danger of being overheard or disturbed by others. Such physical provisions for privacy are an essential part of convincing the pupil that this is, indeed, a confidential conversation between himself and the counselor. To obtain such privacy demands walls that reach to the ceiling and doors which can be shut when necessary. It cannot be achieved by constructing a series of seven foot high cubicles or by placing movable screens around the counselor’s desk.

A second criterion for the counselor’s office is *space*. There are no magical dimensions making

for optimal counseling conditions which can be described in precise terms here. Enough space is needed so that as many as four persons could be seated in the counselor's office at the same time without feeling crowded. These four would most typically be the counselor, the pupil, and the pupil's parents. At the same time, to use a complete classroom for counseling is grossly inefficient use of school space and detrimental to the kind of intimate relationship the counselor seeks to establish. As a general rule, it might be reasonable to think of the counselor's office as being approximately 11' x 15' in size. Offices much smaller or much larger than this would be considered as largely undesirable. The amount of counselor office space needed in the school is directly related to the number of counselors. That is, there should be one office for each counselor.

A third criterion for the counselor's office is *furnishings*. Essentials here include a desk and chairs along with a telephone. It is assumed that provisions will be made for lighting, heat, and ventilation. If the chairs are of the type having arm rests, it seems to make for more relaxed counselor-pupil conversations than when each is forced, in effect, to sit "at attention" in uncomfortable, hard, straight-backed chairs.

The final criterion is that of *location*. It is most important that the counselor's office be easily accessible to pupils. It is highly desirable that it also be close to the administrative offices of the school. It should not be a part of the administrative offices. That is, the physical facilities for guidance should reflect the guidance philosophy that the counselor is there primarily to serve pupils, and that he is not an administrator but works closely with the school administrator in a number of areas. If a choice must be made between placing the counselor's office in a place easily accessible to pupils or near the administrative offices, the former alternative should be chosen.

The Guidance Information Center

To simply provide counselor offices, and thereby assume physical facilities for guidance are complete, is unsound. If these are the only facilities, this creates unfavorable conditions for counseling as well as conditions conducive to inefficient use of counselor time and is inconsistent with viewing guidance as a *school wide* program of assistance to youth. Here, reasons for these statements will

be given along with suggestions for additional guidance facilities. Such facilities, in conjunction with counselor offices in the same area, may be thought of as constituting a guidance information center—a center for information concerning pupils and their educational-vocational opportunities—created for the benefit of pupils and the efficient operation of teachers, counselors, and other guidance workers.

A number of separate purposes and functions are envisioned here. As with any other multi-purpose concept, one can think of physical facilities in terms of a single multi-purpose unit or in terms of a number of units, each designed to assist in accomplishment of one or more specific purposes. The weaknesses inherent in the single multi-purpose unit must be contrasted with the increased efficiency obtainable from such units in making specific decisions regarding physical facilities. The descriptions which follow here envision two major multi-purpose units in addition to the counselor offices which also serve a multi-purpose function.

First, it is essential that some space exist between the door to the counselor's office and other parts of the school. This space, often referred to as a "waiting area," protects the counselor in his private, confidential counseling conversations from interruptions disruptive to the counseling process. While actually engaged in counseling, the counselor should be completely inaccessible to all persons other than the pupil he is attempting to help. Neither the pupil nor the counselor can consider this to be a completely confidential conversation if each has to be constantly aware of the fact that, at any time, some other person may open the door with the thought in mind of making contact with the counselor. It is proper to call this a "waiting area" but this should not be construed as an area where pupils simply wait to see the counselor. Rather the term "waiting area" should be used to indicate the space where people can enter and, if they wish to see the counselor, discover when he will be available to visit with them.

This implies, that the "waiting area" should be occupied by some person. That person should be the guidance clerk. The guidance clerk can be a valuable addition to any guidance staff and will be frequently mentioned in this chapter. One of the very helpful ways in which such clerks can

assist school counselors is to serve as a receptionist for visitors to the guidance area and answer the counselor's telephone at those times he is conferring with pupils. The use of pupil help for these functions in place of full-time guidance clerks is better than nothing, but vastly inferior to the latter arrangement.

Second, it is essential that pupils can readily identify some central location in the school where current materials regarding environmental information and materials designed to further pupil self-understanding can be found. Announcements of visits of representatives from agencies for training beyond high school, booklets, and current occupational information should be made readily available and easily accessible to pupils and teachers in one central location. That location is preferably the guidance information center being described here. It is unwise and inefficient to operate in such a way that pupils or teachers must make personal contact with counselors every time they desire a bit of information. As has been pointed out, one of the prime objectives of guidance is to increase pupil self-reliance and self-initiative in learning more about themselves and their opportunities. By placing such materials in the guidance information center, this center becomes a natural place for the pupil with developmental guidance problems and so helps implement the total guidance philosophy of the school. It also makes it most convenient for teachers who are seeking specific bits of guidance information to pass on to certain pupils or classes of pupils with whom they are working.

The fact that counselor offices are part of this total guidance area makes it natural and easy for both pupils and teachers seeking further information to confer with counselors. It is conducive to increasing numbers of voluntary pupil-counseling contacts and numbers of teacher-counselor contacts. It allows the counselor to keep constantly abreast of new information and the names of pupils seeking particular kinds of information. In most schools, this guidance information center will also serve as the "waiting area" described earlier. Once again, the need for a guidance clerk is emphasized as one considers the operational functioning of activities such as described here.

The Pupil Record Center

Third, some provisions must be made in the

total guidance area for pupil records. Confidential counseling folders will be maintained by each counselor in his office. The cumulative record available to all secondary school professional staff members interested in helping the pupil should be located outside the counselor's office in a location which is convenient and conducive to teacher use. (In the elementary school, it should be filed in the individual teacher's classroom.) Since all Iowa schools are required to maintain separate permanent pupil records *and* cumulative records, it would seem that in the secondary school the permanent records should be maintained in the administrative offices and the cumulative records in the guidance offices. Here again, the need for a guidance clerk is obvious.

These records must, of course, be maintained in such a way that, while readily accessible to teachers, they are completely inaccessible to pupils. Many schools will find it convenient to create a separate physical facility in the total guidance area for this purpose. In addition to using it as a central record storage facility, it is easy to think of it as a place where teachers can spend time studying pupil records, where case conferences involving the counselors and all teachers of a particular pupil can be held, a place which the counselors can use for small group work, for special makeup testing of pupils absent on days tests were administered to all pupils in a grade, and where post-high-school training representatives can meet with pupils interested in learning more about their institutions. This is truly a multi-purpose guidance facility.

The use of such a pupil record center as a place where teachers can study pupil records and discuss ways of helping pupils deserves some additional comment. Three observations are pertinent here: (1) guidance people have recommended for many years that teachers engage in professional study of pupil records; (2) teachers typically do not spend much time in such studies when pupil records are kept in administrative offices; and (3) wherever teachers gather in the school, be it the formal teacher's lounge or the "boiler room" the single most popular topic of conversation seems to be pupils and their activities. The creation of a physical facility such as the pupil record center is designed to: (1) make it easy and convenient for teachers to obtain access to pupil records; (2) make teachers feel they are indeed an integral

and essential part of the guidance program; and (3) substitute teacher discussion of ways in which they might understand and so help pupils more, for the kinds of idle conversations concerning pupils which typically occur in the absence of any readily available organized way of learning more about them.

The Concept of a Guidance Suite

It is from consideration of needs discussed in the preceding parts of this chapter that the guidance suite concept has emerged. This concept is seen as a single area in the school containing three separate kinds of guidance facilities, each of which can properly be described as multi-purpose. These three separate multi-purpose facilities are: (1) the counselor offices used by counselors *and* teachers for *both* interviewing and counseling of pupils and parents; (2) the guidance information center used both as the central headquarters for the guidance clerk and as a central source of guidance information available for pupil *and* teacher use; and (3) the pupil record center used for housing records, for teacher study of pupils, *and* for small group work of various kinds with pupils by counselors.

The total area required in the one or two counselor school will be approximately the size of a typical classroom in that school. Given a classroom and opportunity to plan its remodeling in accordance with concepts discussed here, any school can create a guidance suite consistent with guidance goals and objectives and conducive to meeting those goals. In larger schools with several counselors, more teachers and more pupils, the area needed will, of course, be greater.

Provision of guidance suites will do much to emphasize the concept that guidance is a program requiring the active cooperation of teachers, counselors, and pupils. This suite should, in no sense, be considered as a place where any of these come to "relax and enjoy themselves." It is a *work* area and must be considered as such by all concerned. The counselor's office is a place where the counselor *works* with pupils, parents, and teachers. It is not a place for idle conversation. The guidance information area is a place where pupils can *work* towards better understanding themselves and their opportunities. It is not a place to relax away from the rigors of the study hall. The pupil record area is a place where

teachers come to study pupils, not to get away from them. The guidance suite will not, of course, become such a place simply by virtue of its creation. It can and will become this kind of place if everyone concerned keeps constantly in mind why it has been created and the circumstances under which it is to be used. Once again, the concept of the school counselor as a key, central figure in the total guidance program becomes meaningful in terms of specific application.

Costs of Guidance

How much does guidance cost? What should be the guidance budget for our school? What factors should be considered as entering into the cost of guidance? These are all legitimate questions frequently asked by Iowa school administrators and school boards. The first two of these must be resolved through direct consultation at the local level. They cannot be categorically answered in a handbook such as this. The third will be considered in some detail here.

To consider the *real* cost of guidance would demand that both direct budgeted costs and indirect costs be computed. The problem here is akin to that involved in attempting to assess the *real* cost of school administration in that no good way has yet been found to measure the indirect costs to be assessed for teacher activities. Every teacher, we hope, is both a guidance worker and a school administrator in addition to serving as an instructor. That is, each teacher has certain guidance and administrative duties he is expected to perform designed to supplement the work of the counselor and school administrator. Whether or not a school has a counselor or administrator, both guidance and administrative costs are present. The *financial* rationale behind employment of both counselors and administrators is the same; namely, the total costs (both direct and indirect) will result in a substantially better product per dollar invested than if the program is allowed to operate inefficiently on the basis of indirect costs alone. It is an investment in *worth*, in *quality*, and in *efficiency* of operation.

In addition to this very substantial and elusive indirect cost of teacher time devoted to guidance, other indirect costs include such factors as installation and depreciation of guidance facilities, plus costs of heating, electricity, and maintenance. Such

costs are possible to assess in fairly accurate ways and should certainly be considered as part of the total cost of the guidance program. There is little point in trying, and no intent here to pretend, that such costs, even though indirect, do not exist.

Direct Operational Costs of Guidance: Salaries

The largest direct operational cost of the guidance program is salaries of counselors and guidance clerks. Cost studies conducted in the Iowa State Department of Public Instruction of schools participating in Title V-A of the National Defense Education Act have consistently shown counselor salaries to account for somewhere between 85 and 90 per cent of the total direct operational costs of the guidance program. As a general policy, it is recommended that counselor salary be tied to the teacher salary schedule rather than to practices utilized in determining administrative salaries. This means, of course, that for the regular school year, the counselor's salary will be a function of the extensiveness of his academic preparation and the number of years experience he has had in professional education.

This recommendation is based on the following considerations: (1) the counselor should be viewed as a colleague of the teacher, not as superior to the teacher in any way; (2) the counselor is not an administrative official of the school and, so, should not deserve pay for administrative responsibilities which are not properly his to assume; and (3) salaries of *professional* people should not be differential simply because one appears to have a longer workday than another. If the counselor spends more hours at his job than the typical teacher, it is because of the nature of the job and the counselor's professional interest. To use longer hours as a basis for attempting to justify differential pay for counselors is unprofessional. The nature of the counselor's work demands that he spend considerably more than an eight-hour workday. Good counselors know and accept this fact when they decide to enter this area of educational specialization.

To place counselors on the teacher salary schedule does not mean that the counselor's work year should be the same as that of the typical teacher. There is good reason to employ counselors for periods both before and after the regular school

year. For example, local research activities of counselors can often be most efficiently accomplished during such periods, contacts can be maintained with pupils who have not yet completed arrangements for entering college by the time school is dismissed, programs can be planned with transfer pupils who will enter in the fall, materials to be placed in the hands of teachers when school opens in the fall can be prepared, and documents to be ordered on the next year's guidance budget can be specified. The necessity for considering the counselor's work year as extending beyond the regular school year has come about through recognition of the fact that, for the counselor to be effective, he cannot function solely during that period of time when both pupils and teachers are present. Activities such as mentioned above are largely impossible to carry on during the regular school year even if counselors had plenty of time in which to do them—and they don't. When counselors are engaged for such periods, they should be reimbursed at their regular rate of pay. A ten-month to eleven-month work year for counselors should be anticipated in schools with *good* guidance programs.

It is recommended that school administrators employ guidance clerks. There are many clerical activities which must be accomplished in operating any guidance program. In the absence of clerical personnel, such functions must be and typically are performed by school counselors. When this happens, the quality of guidance services is decreased in relationship to money expended for guidance. It is wasteful and inefficient to pay professional educators to perform clerical tasks. No single ratio of number of full-time clerks to full-time counselors can, of course, be specified since there is not a direct, *perfect* relationship between these two variables. There is a *positive* relationship, however, which each school must seek to establish. The guidance clerk serves teachers as guidance workers, pupils as recipients of guidance services, and counselors. A full-time guidance clerk can typically be hired for slightly less than the cost of hiring an additional half-time counselor. The counselor cannot function as effectively or efficiently as he should if he must assume responsibility for the clerical as well as the professional activities inherent in operation of the guidance offices. It is hoped that Iowa school administrators will recognize this fact and routinely seek to employ guidance clerks.

Direct Operational Costs of Guidance Other Than Salaries

If we can assume that 85 to 90 per cent of direct operational costs in guidance are devoted to salaries, there is still somewhere between 10 and 15 per cent of guidance costs to be considered in viewing the total guidance budget.¹ As a general rule-of-thumb, it is recommended that the school administrator consider the remainder of the guidance budget as 15 to 20 per cent of that allocated for salaries.² Given this amount, how should it be spent? It is this question which is now to be considered.

The first question is that of direct costs of the pupil appraisal program. Here, the following should be considered as legitimate direct operating costs: (a) cumulative record folders; (b) costs of preparing local school forms and instruments (such as rating scales, anecdote reporting forms, pupil autobiography outlines, personal data blanks, etc.); and (c) certain standardized tests. Of these, the largest expenditures will be in the area of standardized tests. General learning ability, achievement, special aptitude, interest and personality measures are all considered as legitimate items to include in the guidance budget. This does not mean that the entire cost of the school's achievement testing program should be charged against this budget. For guidance purposes, one achievement test in the elementary school, one in the junior high school, and one in the senior high school career of each pupil will be sufficient. All other achievement tests should be charged against the instructional, not the guidance budget.

A second question is direct costs of informational services in guidance. The need for accurate up-to-date information concerning environmental opportunities has been emphasized repeatedly throughout this handbook. Such information does not come to a school automatically or at no cost. While it

is true that there is much good information available upon request, the counselor still has to know *current* sources to be used in locating this information. Any guidance budget should include some funds to cover the cost of counselor directories and source catalogues of current environmental information. The rapid rate at which this information changes and so becomes obsolete makes this an annual expenditure. In addition, much of the very best specific occupational and educational information available is distributed by private companies or government agencies and, while inexpensive, is not free. The guidance program which depends solely on free occupational and educational information simply cannot adequately meet the informational needs of pupils in today's schools. Old material must be discarded and new material added yearly. The accumulation of such specific information should, therefore, be regarded as an annual expenditure.

Direct costs involved in group procedures in guidance is the third question. Schools wishing to utilize guidance units or guidance classes, poster and bulletin board displays, homeroom guidance programs, or guidance booklets for individual pupil use in the guidance information center must realize that materials need to be provided if such programs are to succeed. The need for instructional materials in the guidance unit or course is at least as great as in the typical classroom. Many fine materials are now available for such purposes. Once again, the nature of these materials is such that they have a very limited usefulness in the guidance program and must frequently be replaced by newer, more accurate materials. It is most efficient to include a certain amount for such materials in the annual guidance budget even though some years will see considerably greater expenditures than others.³

A fourth question is direct costs subsumed under the area of communications and paper. This includes the cost of the counselor telephone, postage, and paper required for counselor and guidance clerk activities. In a typical school year, this becomes a fairly large item in the good guidance program. The counselor, for example, is in frequent

1 Many guidance experts are currently recommending that somewhere between 4 and 8 per cent of the total school operational budget be devoted to guidance. While such recommendations may have some value in looking at a total budget in perspective, it is not helpful to the administrator concerned with construction of the budget. Furthermore, it carries with it the danger of viewing guidance as something to be added to rather than an integral part of the total school program.

2 It is obvious that to calculate nonsalary portions of the guidance budget as a percentage of salaries requires a higher percentage figure than to ask the question, "What percentage of the total guidance budget should be devoted to nonsalary items?"

3 The guidance budget is being proposed here as a line on the total school operational budget. Like other major parts of that budget, it is expected that the guidance budget itself will be broken down in line form. While this should be done, it should also be possible to transfer items from line to line within the total guidance budget as the need arises—except, of course, for salary items.

contact with parents and other resource persons in the community. He uses a great deal of postage both in his follow-up studies of pupils and in writing for guidance informational materials. He uses quantities of paper in preparing special guidance forms and in communicating guidance information to teachers, pupils, administrators, and others. While the total amount needed here is small in relation to counselor salaries, it is large enough that it should not be considered as an incidental item which, in effect, need not be budgeted or accounted for.

Finally, direct costs involved in counselor travel is of importance. There are two major important ways in which such funds should be expended. One is for counselor or teacher travel in the local community for guidance purposes. It would seem legitimate to use such funds, for example, when home visits are made to parents living several miles from the school or when trips are made to referral agencies in other communities. The second is for counselor travel to professional meetings. One of the *distressing* things about guidance at the present time is that we have so much to learn. One of the *promising* things is that new knowledge is being rapidly accumulated. There is no counselor who can expect to complete the academic work required for counselor approval, assume a guidance job, and expect to continue to do that job adequately year after year with no further education. The field is changing too rapidly for this to be allowed to occur. At the current rate of production of new knowledge in the guidance field, simply attending professional meetings will be insuf-

ficient for keeping abreast of new knowledge. The good counselor will use the school guidance budget for continued professional growth during the school year and his own private budget for continued professional growth by frequent attendance in summer schools.

Summary

This chapter has approached the two problems of physical facilities and the guidance budget in as direct a manner as possible in a handbook oriented around guidance *policy*. It has tried to point out what is needed and why it is needed. No attempt has been made to present exact blueprints for physical facilities nor exact recommended cost figures for operating a guidance program. As with every other chapter, it has been assumed that professional school counselors will be employed in the school who are equipped to supply specific figures needed at the local level.

The emphasis here has been on what is needed. Determination of whether or not and to what degree it is needed *can* be supplied and should be made only after careful consideration of this handbook in its entirety. The worth of guidance must be clearly demonstrated to be such that the time, money, and effort it requires can be justified. This chapter has been concerned with costs and needed facilities. It has purposely been placed next to Chapter V which speaks directly to the point of assessing *worth*. These must be given simultaneous consideration in making decisions regarding programs of guidance services.

EVALUATION of guidance services has, at various times, been referred to as unnecessary, undesirable, and impossible. It is contended here that none of these terms is appropriate. On the contrary, evaluation is viewed as a prerequisite to progress so far as the guidance program is concerned.

When we speak of evaluation, we are primarily concerned with the question, "of what value?" We are seeking to obtain answers to such specific questions as: "What success is our guidance program having in meeting pupil needs?" and "What progress are we making in improving the quality of our guidance program?" Included in the evaluative process must be a recognition of the need for objective evidence as a basis for valid judgments concerning the extent to which objectives of the guidance program are being achieved.

In this chapter, the topic of evaluation in guidance will be considered from the standpoint of: (1) purposes of evaluation; (2) approaches to evaluation; (3) problems in evaluation; and (4) general suggestions for evaluation.

Purposes of Evaluation in Guidance

The first and most important purpose for evaluating the guidance program is to provide a sound basis for *improving the program*. Progress in this direction is possible only as we ascertain the strengths and weaknesses of the existing program and its individual services. Evaluation represents one of the most fruitful approaches to self-improvement available to the practicing school counselor.

The second purpose of evaluation is to provide reliable evidence of the value or worth of the program to administrators, teachers, parents, pupils, and other interested persons. It is a rather well-

accepted fact that people like to know for what their money and efforts are being spent and that the results are worth the expenditure. The time is past when generalized statements reflecting the notion that guidance is "a good thing" should be automatically accepted by those asked to support guidance services.

The third purpose of evaluation is to encourage close working relationships among the school staff members. Since the guidance program is a part of the total educational program of the school, it must contribute to the objectives of the school. Thus, the entire faculty should be involved in developing the statement of objectives to serve as the criteria for evaluation of the guidance program.

Finally, a fourth purpose of evaluation is to contribute to the public relations efforts of the school. This helps the community to recognize the current status and the outcomes of the guidance program. This recognition helps to highlight the areas of the guidance program which are in need of further development.

Approaches to Evaluation

There are three major approaches, each of which can be subdivided in a variety of ways, available to the school interested in evaluation of its guidance program. These three approaches stated in question form are (1) What is its status? (2) How satisfied are people with it? and (3) To what extent is it achieving its goals? The first can be subdivided in the following ways: (a) In what ways is it similar to and/or different from guidance programs in other schools? and (b) In what ways is it similar to and/or different from the recommendations of professional guidance workers? The second major question—that of satisfaction—can

be approached from the point of view of: (a) pupils, (b) parents, (c) teachers, and (d) school administrators. The third question pertaining to demonstrated value can be subdivided in the following ways: (a) to what extent is it meeting the guidance needs of pupils; and (b) to what extent is it meeting other goals which the school and society have set for guidance?

Each of these major questions with its various subdivisions represents a different approach to the question of evaluation in guidance. There are times when each should be considered appropriate and necessary. Each requires separate discussion.

Evaluation through assessment of status. Here, we are concerned with the nature and extensiveness of the component parts of a complete guidance program. Evaluation of this kind operates on two basic assumptions: (1) the existence of guidance services is prerequisite to the attainment of guidance goals; and (2) the more extensive the provision of guidance services, the greater the potentiality of guidance for meeting its objectives.

The primary method involved is one of comparing characteristics of the program being evaluated with these same characteristics in a reference group. The characteristics to be compared consist of those parts of a complete guidance program outlined in the first four chapters of this handbook. Each can be described in terms which are susceptible to measurement and so to comparison. For example, the counselor-pupil ratio, the extent and variety of pupil appraisal procedures, the amount of educational and occupational material, and the number of teachers performing guidance functions are characteristics a school may decide to include in assessing status of the guidance program. Each of these can be divided as finely as desired by those concerned with evaluation. In general, the extensiveness of the evaluation will be directly dependent on the degree to which all parts of the guidance program are included and the degree to which each is subdivided in its measurable components.

The characteristics mentioned above, when defined quantitatively, are, in fact, criteria; i. e., goals and objectives stated in a form amenable to measurement and susceptible to test. To use this approach to evaluation assumes that those responsible are capable of stating such criteria in accept-

able form and defending them on some logical basis as essential characteristics of the guidance program. It is hoped that the materials included in Chapters I-IV will be of some assistance in this task.

Following identification of the characteristics to be assessed and the methods of measurement to be used, the assessment is carried out in the school and compared with the desired standard. For some schools, this has meant comparison with the school closest to them or, perhaps, comparison with other schools in their athletic conference. For others, it has meant comparison with standards established by such groups as the North Central Association and the Iowa State Department of Public Instruction. Still others have sought to compare characteristics of their guidance program with those recommended by counselor education institutions or professional guidance associations.

Evaluation of guidance through assessment of the status of guidance can give any school more or less defensible (depending on the standard of comparison) answers to the question, "How adequate are provisions for guidance in our school?" It cannot, by itself, answer any questions regarding *effectiveness* of guidance services. This is not to say that it is not worthwhile, that it is less than respectable, that it is unnecessary, or that it is unproductive. It is a legitimate and very worthy approach to evaluation. Viewed by itself, however, it must be judged insufficient.

Evaluation through assessment of satisfaction. It has often been pointed out that no program can be considered effective simply because people *think* it is. It is equally true that a program thought to be inadequate by those it intends to serve has little chance for success so long as such feelings exist. It is for this reason that guidance workers, almost from the time of the inception of the guidance movement, have felt it desirable to obtain evidence of satisfaction from those it intends to serve. These attempts have involved assessing the opinions of pupils, parents, teachers, and school administrators.

One serious limitation of this approach to evaluation lies in the tendency of most persons who are recipients of "help" from some source to express positive feelings concerning the help provided. It seems to be human nature to express appreciation for "help" with problems even though this help

may not have contributed substantially towards their solution. This general observation leads to one very important principle; namely, *the evaluation of guidance through assessment of satisfaction should be planned to take place sometime following provision of the service but not shortly afterwards*. For example, to ask pupils at the conclusion of a counseling interview, "Do you think it helped you to talk about these things here today?" will almost always bring a positive reply. To ask these same persons two years after graduation, "To what extent do you think counseling helped you while in high school?" may bring a quite different pattern of responses.

As with evaluation of any other kind, this approach to evaluation can be only as good as the questions utilized in applying the established criteria. That is, if one is really concerned about the extent to which "help" was seen as being provided, it is mandatory that some specific statements regarding exactly what this "help" was supposed to consist of be made in explicit form. For example, to ask the school administrator, "To what extent has guidance been helpful in supplying you with information required for ability grouping?" is much better than one which says, "To what extent has guidance helped you in your work?" This leads, then, to a second general principle; namely, *the evaluation of guidance through assessment of satisfaction demands that clear and explicit questions pertaining directly to specific guidance objectives be formulated for use in evaluation*. Until and unless such questions can be formulated, there is little point in this approach to evaluation.

Evaluation through assessment of satisfaction can, if carefully and correctly carried out, provide clear, accurate information regarding *opinions*. These opinions can reflect qualitative judgments leading to the identification of areas needing improvement. At their best, they let the evaluator learn what people think exists. Carefully conducted studies of this kind may be found to agree well with other approaches to the question of worth of the guidance program. The one major problem this approach to evaluation cannot solve is *why* something is as it appears to be. *The search for causes in evaluation of guidance is beyond the scope of assessment of satisfaction studies*. In this sense, it, like evaluation through assessment of status, must be judged insufficient.

Evaluation through assessment of the extent to which guidance is meeting needs of individual pupils. Evaluation of the extent to which guidance is meeting needs of individual pupils has been hampered for many years by starting with a *program* and then attempting to assess its effectiveness in some global sense. The major thesis being proposed is that evaluation of guidance effectiveness in terms of individual pupils should be oriented around what amounts essentially to the case study approach. As such, it will be a continuous ongoing process applied to every pupil whom guidance attempts to serve. The individual approach to evaluation of guidance effectiveness does not exclude summarizing guidance evaluations for various groups of pupils. What is being proposed is that decisions regarding the extent to which the total guidance program is meeting guidance needs of individual pupils be derived from the *individual* approach to evaluation. Implementation of this point of view demands acceptance of five basic principles, each of which will be discussed briefly.

First, the developmental goals of guidance demand that evaluation in terms of effectiveness for individual pupils be qualitative in nature. The definition of guidance presented in Chapter I stated that guidance is committed to the educational objective of maximum development of individual potentiality. When this broad objective is translated in terms of the kinds of specific pupil decisions with which guidance is concerned, it is obvious that evaluation of guidance effectiveness for individual pupils must be in terms of *improved* choices—not the presence or absence of the ability to choose. Every pupil will, for example, be capable of making course decisions, decisions with respect to peer relationships, of how he will spend his leisure time, and what he will do when he finishes high school whether or not an organized program of guidance services is in existence. Evaluation here must be accomplished in terms of the extent to which the individual pupil is aided in making choices, decisions, and adjustments leading to greater potentiality for success than he could make in the absence of a guidance program. This, of course, implies formulation of value judgments regarding appropriateness of pupil decisions. Such judgments are essential if one is to assume persons other than recipients of guidance services are capable of evaluating guidance. This assumption seems mandatory if guidance is to be a part of education.

Second, some evaluative activities are already in

existence in every school having a guidance program. Decisions on the part of guidance personnel to engage or not to engage in evaluation of guidance effectiveness for individual pupils are, in a very real sense, unnecessary. Such evaluation is constantly being carried on by pupils and their parents, by school administrators, by teachers, and by counselors themselves. All make frequent judgments regarding the value of guidance for particular pupils. Evaluation, as being discussed here, is not intended to perform a function previously missing but rather to add validity and preciseness to evaluations which will be made anyway. There are probably few counselors who do not wonder frequently about the extent to which guidance needs of particular pupils are being met. What is needed is for every counselor to determine, as well as he can, what the guidance needs of particular pupils are—and then attempt to meet them.

Third, it is at the conclusion of counseling when guidance for a particular pupil is most appropriately first evaluated. The guidance function—including appraisal procedures, the collection and dissemination of information, guidance activities of teachers, and group procedures converge in their effects on individual pupils in the counselor-pupil relationship. It is within the context of this relationship where problems are made specific, decisions are reached, and plans are formulated for putting decisions into effect. It is here where guidance needs of individual pupils become translated in terms which lend themselves to evaluation. Such evaluations should concern themselves both with the extent to which the pupil was helped and the relative contribution of various sources of help. The former is by far the more important but improvement of guidance services demands that both receive consideration.

Fourth, follow-up evaluations after the conclusion of counseling are essential for assessing guidance effectiveness with individual pupils. While plans formulated by pupils during counseling are subject to immediate evaluation in terms of judgmental criteria, much more meaningful evaluation occurs when follow-up studies are conducted sometime following conclusion of counseling. Such follow-up studies will not, of course, answer the question, "Was this really the best set of plans the pupil could have made?" but they can answer the question, "How did these plans work

out when the pupil put them into effect?" Even the question, "To what extent did the pupil follow through on plans he made during counseling?", is a most meaningful one to ask in assessing guidance effectiveness for individual pupils. The effects of guidance do not—or at least should not—cease at the conclusion of counselor-pupil contact in the counseling relationship. If the goal of guidance is to help pupils move towards maturity, then some maturational assessment must become an integral part of the total evaluative process.

Finally, concern with evaluation gives purpose to counselor actions in dealing with individual pupils, which, in itself, promotes effectiveness. Such a concern forces all guidance personnel to constantly scrutinize *why* they are engaging in certain activities as well as to inquire about their effectiveness. It enables the counselor to have some clear-cut objectives in mind when initiating counseling with each pupil and gives him a basis for comparing his expectations with those of the pupil. Final determination of guidance needs of individual pupils demands that the pupil be actively engaged along with the counselor in this process. The counselor and the pupil work together in specifying guidance needs and in making progress towards meeting these needs. The right of the pupil to choose for himself can, in no way, be construed as relieving the counselor from responsibility for assessing guidance needs and evaluating guidance effectiveness. By so doing, purposes of guidance become clarified for all concerned. Teachers, administrators, parents, counselors, and, most of all, pupils, need to see reasons for guidance from which specific goals of guidance for a particular pupil can be specified. Certainly, we need to cease explaining to individual pupils that we have scheduled them for counseling today because "It's your turn!" Until and unless specific reasons for working with a particular pupil become apparent, there seems little point in the counselor expressing his desire to help. Counselors ought to be able to give reasons for their counseling activities in terms of clearly perceived need for counseling on the part of the pupil with whom he seeks to establish a counseling relationship.

In summary, it has been said that the assessment of guidance effectiveness in terms of meeting the needs of individual pupils should be viewed as a continuous, mandatory activity in every school purporting to have a guidance pro-

gram. Other evaluative approaches may be added, but this approach, above all others, must be used.

Evaluation through assessment of the extent to which guidance is meeting goals of education and of society. The individual approach to evaluation of guidance services discussed above presupposes that the primary reasons for the existence of guidance services are related to their effectiveness in helping individual pupils. Over and beyond these, there are additional goals for guidance set forth by the school and society which must be specified in order for the total *program* effectiveness to be fairly assessed. It is the purpose of this section to discuss program evaluation from the standpoint of educational and societal goals toward which guidance can be expected to make a measurable contribution.

There are no educational-societal goals for which guidance, as a part of the total school program, claims *sole* responsibility for success or failure. There are several towards which guidance claims potentiality for making some positive contribution. Stated in forms which are susceptible to measurement and, thus, to test; these school and societal goals include:

1. Reduction in the incidence of under-achievement among pupils
2. Increase in pupil achievement
3. Reduction in the dropout rate in the secondary school
4. Increase in average daily attendance
5. Reduction in requests for program changes
6. Increase in proportion of able pupils continuing their education beyond high school.
7. Decrease in proportion of pupils making inappropriate post-high-school plans
8. Increase in job earnings, job satisfaction, and rate of promotion among school leavers

Assessment of the extent to which such claims are justified demands, of course, that relationships be determined between the existence of what guidance people believe represent good guidance programs and progress towards meeting these educational-societal goals. In simplified form, it means that, as programs of guidance grow in status, some progress toward these goals should be demonstrated. It also means that evaluation

of guidance *programs* must be tied in with evaluation of the rest of the total school program. That is, increases in guidance services should result in progress towards these goals *assuming* other factors contributing to such goals remain constant. This assumption must always be checked whenever evaluation of guidance is to be accomplished in terms of educational-societal goals.

This is a difficult but not an impossible task. How should a local school set about to evaluate effectiveness of its program of guidance services from the standpoint of educational-societal goals? First, some evidence of the nature of existing guidance services at a particular point in time must be determined. For example, what is the pupil-counselor ratio? To what extent do teachers use cumulative records? What comprises the program of pupil appraisal procedures? What occupational and educational information is maintained? What group procedures in guidance are being utilized? What are the professional qualifications of the school counselors? It is obvious that, at this stage, this aspect of evaluation resembles very closely some of the same procedures essential for evaluating guidance through a simple status study.

Once a school has asked and answered these kinds of questions, the results can be compared with what guidance specialists contend represent adequate guidance services. It is hoped that the contents of Chapters I-IV of this handbook will enable Iowa schools to make such comparisons. Following such examinations, decisions can be made with respect to plans for improvements to be made in the existing program. Prior to implementing such improvements, some initial assessment must be made of the extent to which the educational-societal goals to be studied are currently being attained in the school. This involves selection from among criteria such as listed earlier, those considered appropriate for this school and collection of data designed to answer such questions as:

1. To what extent are all pupils working up to capacity as indicated by relationships between aptitude and achievement measures?
2. What is the failure rate in this school?
3. What is the dropout rate in this school?
4. What is the incidence of requests for program changes among pupils in this school?

5. Of those pupils having the ability to successfully complete college, what proportion in the last three years actually enrolled upon completion of high school?
6. Of those pupils entering college each year, what proportion appears (in terms of later failure rates) to have made unwise decisions?
7. Of those pupils graduating from high school, what proportion continues their education in some specialty oriented training institution?

Questions such as listed above are intended to be illustrative of the fact that any particular criterion chosen must be stated in such a way that data concerning it can be collected in an objective manner which lends itself to measurement. The particular form of the question must be left to those interested in the evaluation and will represent, in explicit form, educational-societal goals and objectives toward which guidance is expected to make some positive contribution. The process of formulating such a set of specific questions can, by itself, represent a valuable in-service education experience for a local school faculty.

Once such questions have been formulated and data obtained representing current answers to each, decisions can be made with reference to specific ways in which the guidance program is to be strengthened. A school may decide, for example, to add more counselors, to conduct in-service education for teachers, to improve guidance facilities, to add more educational-vocational information, to expand group procedures in guidance, and/or to revise the program of pupil appraisal procedures. Decisions must be made with respect to which area of need are to be given priority status. The basis for making such decisions should be the study devoted to comparison of the two types of data described above. There should be a recognized need for improvement of guidance services prior to undertaking such activities. Certainly, there is little justification to be found in adding a particular feature or changing an existing service simply because a neighboring school has chosen to do so.

After making the changes designed to improve guidance effectiveness, the school must operate for a sufficient period of time so that the effects of such changes, if any, will have a chance to occur. While no specific time limit can be set which is universally appropriate, this time will typically

not be less than one school year and may be as much as three years. During this period, some assurances must be found that no other significant changes are occurring in the school designed to accomplish these same goals and objectives. With such assurances, the questions asked prior to making guidance changes can again be raised and data collected which will serve to answer them. If these changes are effective, some improvement in conditions will be observed. It must always be clear that the goal is improvement, not attainment of perfection.

Obviously, such an approach to program evaluation is difficult, time consuming, and expensive. Equally obvious is the fact that it is the only way in which we can really learn the extent to which progress towards educational-societal goals is being made through the efforts of the guidance program. Some schools will decide that the individual approach to evaluation of guidance is sufficient for their purposes. It is hoped that no school will feel it necessary to evaluate program effectiveness without the supplementary individual approach discussed in the preceding section. It would be unfortunate if neither approach was ever used—unfortunate for education, for the guidance movement, and, most of all, for the pupils whom guidance as a part of education seeks to serve.

Problems in Evaluation

There are many problems associated with evaluation of guidance services. Some of these problems are:

1. Lack of a clear statement of the program's objectives in terms of observable pupil behavior and characteristics
2. Failure to involve the entire faculty in establishing both the over-all school as well as the guidance objectives
3. Tendency to concentrate on immediate criteria of success rather than on more important, stable, long-range goals
4. Tendency to ignore individual differences by regarding all goals as equally desirable for all pupils
5. Failure to recognize that the presence of a service or process does not automatically result in the desired behavioral outcomes

6. Tendency to "overdo" the use of subjective reactions as to the success of the program
7. Too little attention given to careful planning of the evaluative procedure (experimental design, survey techniques, etc.)

Suggestions for Evaluation

With a view toward eliminating, wholly or partially, the problems involved in evaluation of guidance services, the following suggestions adapted from Dressel⁴ are offered:

1. *Start with an all-school statement of objectives.* All members of the faculty should participate in developing this statement so that the entire school staff may better understand the inter-relationships between guidance services and the total educational program.
2. *Assign responsibility for the various objectives to the appropriate areas of the educational program.* For some objectives the instructional program will take complete responsibility; for some, the guidance program will be primarily responsible; and for still others, both will have equal responsibility. It is of prime importance that the over-all objective—pupil development—be achieved; but it is essential to recognize that some of the outcomes are the result of the pupil's contact with the guidance services.
3. *Keep a wide range of objectives in mind.* Both instruction and guidance have important functions to perform in helping pupils develop the qualities necessary to become well-adjusted, adequately functioning individuals.
4. *Do not lose sight of the fact that the guidance program contributes to the pupil's acquisition of knowledge and the ability to do critical thinking.* Each pupil must acquire the necessary facts to enhance his understanding of himself and his environment, but also that his ability to think on the basis of such knowledge may be increased.
5. *Look for possible inadequacies in tests and other devices in common use.* Although interest tests are plentiful, they do not measure the increase of the range, depth,

and intensity of interests. The evaluation of attitudinal changes is rather unsystematic, handicapped by the fact that the attitudinal objectives are usually not clearly defined. The measurement of personal adjustment is complicated by the fact that no satisfactory external frame of reference exists for judging the personal adjustment of all individuals; each person's adjustment must be judged by a unique internal frame of reference for each individual. Most approaches to evaluation do not provide for this.

6. *Be slow to replace long-term goals by immediate criteria without critical examination of the latter.* If immediate or limited goals, such as grades or participation in pupil organizations, are used in evaluation, it should be made clear that evaluation of the total effect of a particular personnel activity has not been studied but only its effectiveness relative to that particular criterion. If, in turn, it can be shown that many, or most, of those who participate in pupil organizations also are encouraged thereby to take an active role as citizens in later years, the conclusion is apparent that the immediate goal also has long-term significance. Even if it does not have long-term significance, the participation may result in greater immediate satisfaction and happiness—a worthwhile result in itself.
7. *Lay out a master plan for evaluation so that, in the enthusiasm for one type of evaluation or one objective, its relative importance in a total evaluation program is not overlooked.* In order to avoid simply collecting pupil or faculty opinion or carrying out a series of unrelated studies merely because of ease, a master, long-range plan of evaluation should be formulated. This plan may be carried out over a period of months or even years.
8. *Seek advice on experimental design and associated statistical treatment.* It is important to carefully plan the collection of data that are to be treated statistically. Devising an appropriate design for collecting data is a highly specialized task. Therefore, it should usually be done by someone specially trained in research.

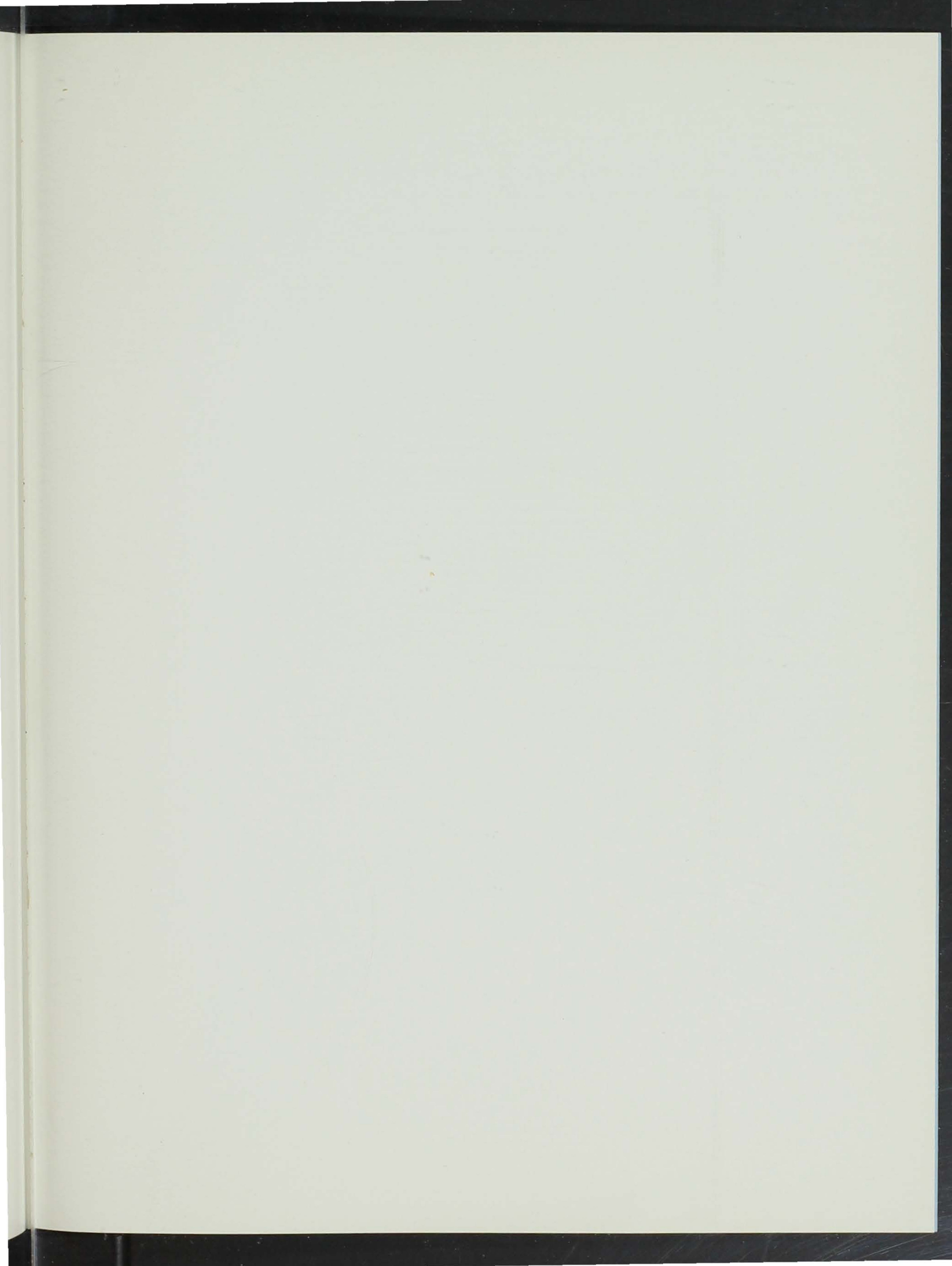
⁴ Adapted from: Paul L. Dressl, "Personnel Services in High School and College," *Occupations*, Vol. 29, No. 6 (February, 1951), pp. 331-340.

9. *Involve as many workers as possible in an evaluation study.* The major purpose of evaluation is improvement or progress. Those people who participate in the study tend to accept it and understand it better than those who do not. Although the involvement of many people may tend to slow down the progress of a study, greater ultimate progress is likely to be attained.

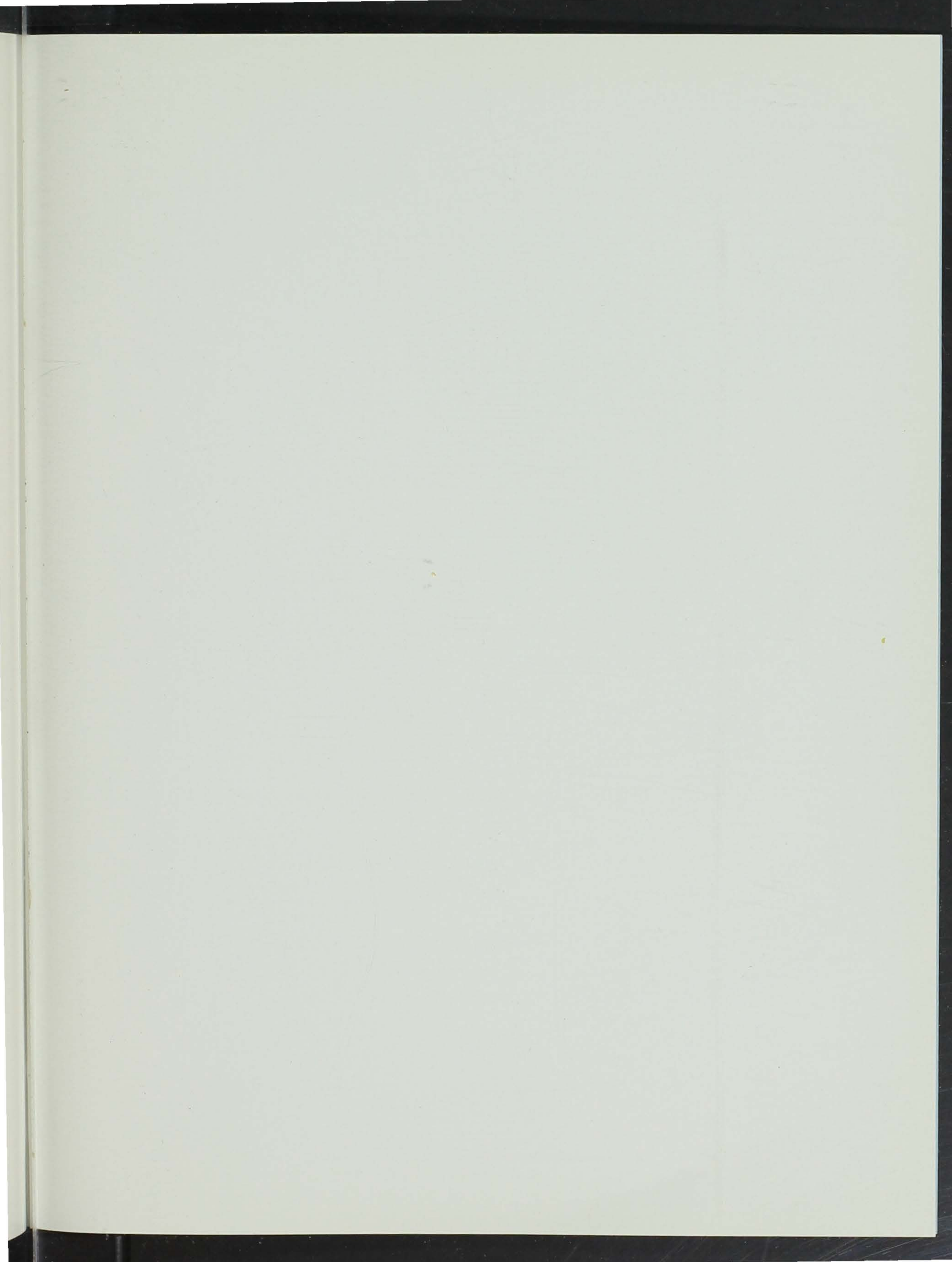
Summary

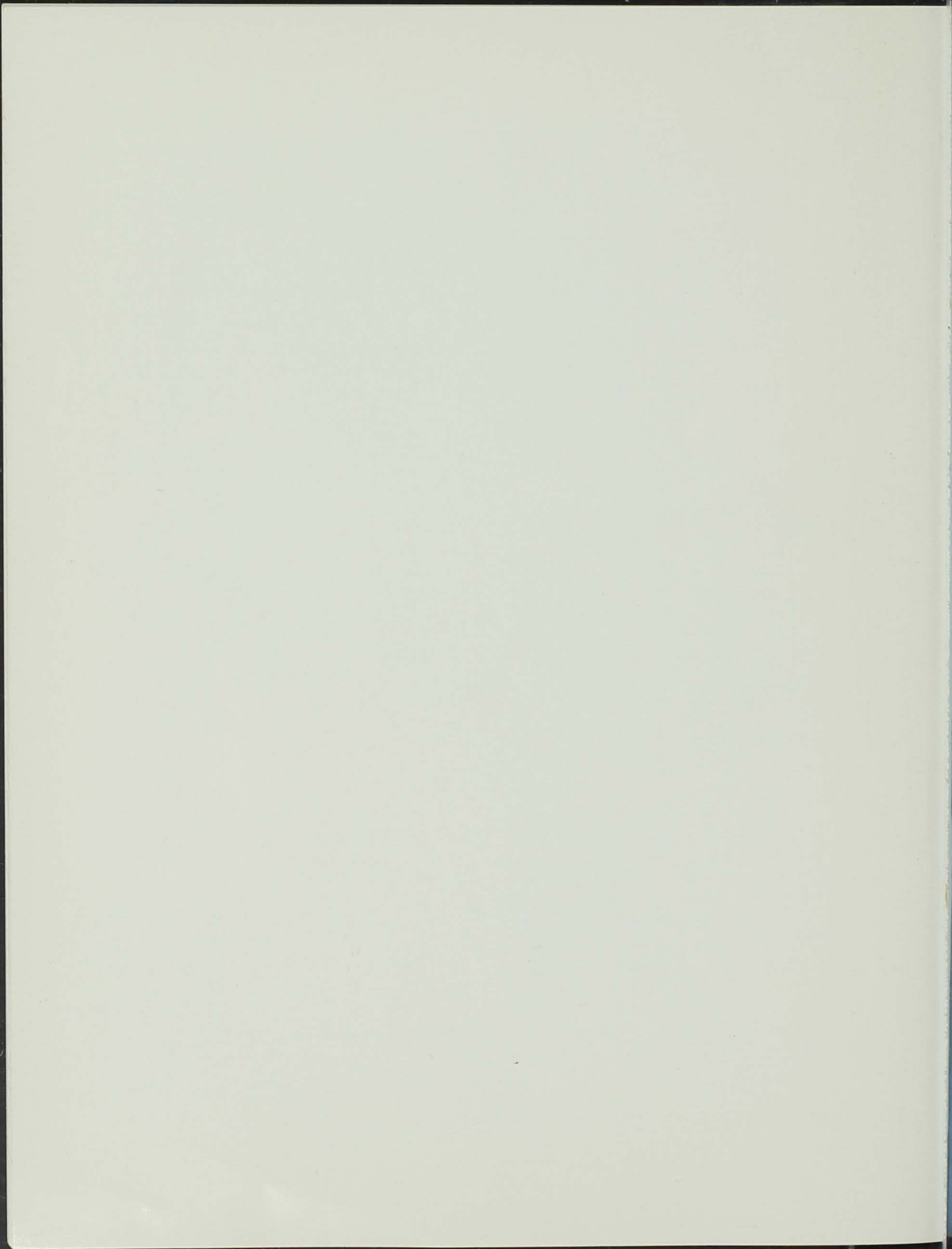
In this chapter, it has been suggested that the most valid evidence of the success of a guidance

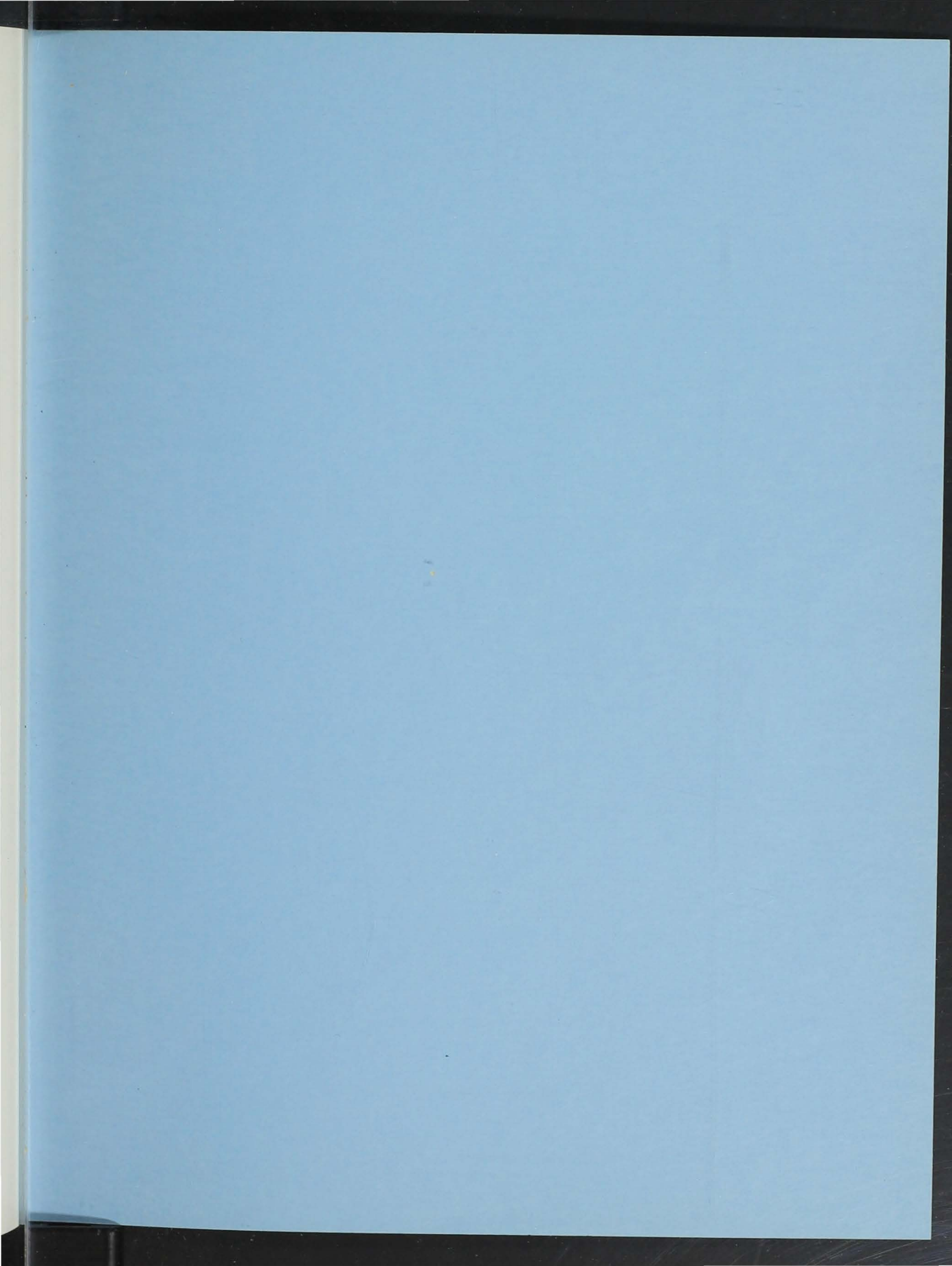
program is found in the changed behavior and characteristics of the "guided" pupils. It is imperative that any evaluation be based upon a clear statement of objectives and that the evaluative procedures be carefully planned to produce evidence of how well these objectives are being realized. Any discrepancies between expectancies (objectives) and actual achievements must be carefully studied to determine wherein the program has failed. Only by *locating* weaknesses in the program can it be improved—and improvement must be the goal of teachers, administrators, and guidance workers alike.



THE UNIVERSITY OF CHICAGO
LIBRARY
1207 EAST 58TH STREET
CHICAGO, ILL. 60637
TEL. 773-936-5000
FAX 773-936-5001
WWW.CHICAGO.EDU







STATE LIBRARY OF IOWA



3 1723 02121 6924