

*Guidance services in  
public instruction - Iowa*

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# Guidance Services

● Suggested Policies  
for Iowa Schools



State of Iowa Department of Public Instruction

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## 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

In the original preface, the co-chairman of the Handbook stated that its contents would be outdated within ten years. That was in 1963. In May 1969 this revision was initiated.

An evaluation form was developed including all of the chapter titles and subheadings with a place for the individual to mark whether this portion of the Handbook should remain as is, be revised, be rewritten, or excluded. There was also space provided for comments. These evaluation forms were distributed to over 100 administrators, teachers, and counselors. The results were tabulated and verbatim comments were included in a revision report.

The summary report indicated to us that the original handbook still had many basic parts that were relevant and meaningful in today's schools. There were certain sections that were identified as needing revision or rewriting. The revision committee, consisting of thirteen individuals, were selected and given writing assignments. The results are here for your inspection.

Co-Chairmen:

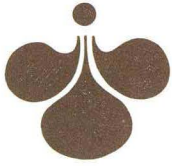
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# I. PHILOSOPHY AND DEFINITION — A POINT OF VIEW

International events make it abundantly clear that the successful operation and continued growth of our society are directly dependent upon the education and social and emotional adjustment of its citizenry. Equally obvious is the fact that as a democratic society grows in complexity, the need for an educated citizenry increases. The survival of a democratic form of government in competition with other forms of government must rest on the wisdom of the 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 functions of education are of such a nature that no educator can afford to conceive of his responsibilities 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. 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 the freedom to lead his own life and that, by doing so wisely, the society will reap maximal benefits.

It is a recognition of the joint responsibilities of education— (1) to our democratic society, (2) to each individual in that society and (3) to world needs — that leads to a recognition of guidance as an integral part of education and life. The acquisition of knowledge about things must be accompanied by an understanding of oneself if such knowledge is to have potential for truly positive application. Freedom to choose and arrive at decisions must be accompanied by the acceptance of responsibilities for those choices and decisions. Therefore, freedom to choose must, in



many instances, be accompanied by assistance in the decision-making process if it is to lead to wise decisions.

GUIDANCE IS THAT PART OF THE TOTAL EDUCATIONAL PROGRAM DESIGNED TO FOSTER MAXIMAL DEVELOPMENT OF INDIVIDUAL POTENTIALITIES BY PROVIDING EARLY AND CONTINUAL ASSISTANCE TO YOUTH AS THEY CONSIDER VARIOUS CHOICES, MAKE DECISIONS AND ACCEPT THE ADJUSTMENTS EACH MUST MAKE AS HE MOVES THROUGH LIFE. 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.

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 formal 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.

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 individual that guidance is most clearly differentiated from other pupil personnel services and at the same time most closely allied with an instructional program. In taking such direction, the guidance concept is that every individual has the potential for making positive contributions to society in such a way as to reap personal satisfaction for himself. Further implied is the assumption that the expected and desired out-comes of education in a democratic society lie in allowing each individual to develop in accordance with his unique characteristics and abilities. The goals of guidance in this sense must be viewed in terms of constantly working toward helping each individual do his very best at all times and, as a result, develop his potentialities to the fullest possible extent.

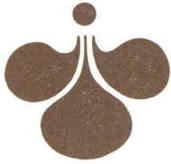
Guidance begins with pre-school and continues throughout the individual's life. It is a continuous process rather than events occurring **only** at specified times and places. While the counselor is considered the key member of the guidance team, guidance responsibilities and opportunities are present for all professional and non-professional school personnel, parents, appropriate related agencies, and other members of the community.

Guidance is viewed as consisting of assistance to students in the decision-making process. The type of

assistance which can properly be subsumed under the guidance function leaves final decisions to the individual. Guidance is not something which is done **to** students or something which can be forced **on** students. The purpose of guidance is to foster development of sound decision making by all students with the eventual outcome being increased ability on the part of the student to accept responsibility for making decisions by himself. In accepting this as an ultimate goal, guidance personnel also recognize this to be a developmental objective and not one which can be fully realized with all students at all stages of development.

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 individuals as they move through life. In this sense, the evaluation of guidance must always be tied to criteria which are at least in part qualitative in nature. Guidance personnel do not pretend that youth will not be able to make decisions without 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.



## II. BASIC ELEMENTS IN THE GUIDANCE PROGRAM — 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 student behavior. 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 a 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:

- (A) Appraisal Service
- (B) Information Service
- (C) Counseling Service
- (D) Placement Service
- (E) Research
- (F) Services to Students in Groups
- (G) Counselor-Community Relations and Referral

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.

### A. THE APPRAISAL SERVICE

The appraisal service is directed toward positive student development and toward the goal of increased self-understanding and self-acceptance. Viewed in this way, the student appraisal service is not a passive, mechanical prerequisite for the remaining guidance services. It is impossible to provide intelligently for indi-

vidual differences until accurate information concerning the extent of individual differences is known.

Student appraisal procedures are designed to provide essential information concerning each individual. This information should be regularly utilized by teachers and counselors as one basis for planning instructional activities. This information should, in addition, be utilized by all teachers and counselors to (1) increase student self-understanding through classroom activities and (2) assist teachers in attempting to follow through on implementation of decisions reached by the student. Appraisal services can be of value to school administrators in making decisions regarding curricular offerings in the school and in assessing effectiveness of instructional programs.

The results of the student appraisal service should be shared with the parents and students provided they desire this information. Counselors should keep in mind that students and parents should have the right **not** to know the results of appraisal the same as they should have the right to know such results.

The essential student appraisal procedures to be included in any guidance program are as follows:

**Cumulative Records.** The 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 aspects of pupil ac-

counting, the reader is referred to **The Pupil Accounting Handbook For Iowa Schools**, published by the Iowa Department of Public Instruction.

**Standardized Testing.** Aptitude and achievement tests and interest inventories are used to compare a sample of an individual's behavior with the behavior of specific norm groups. It should be remembered that no test instrument is infallible, but some are good enough to provide valuable indications of individual abilities, achievements, and interests which, **when considered in relation to all other pertinent information**, can help individuals in making important decisions. In general, good modern tests can measure reasonably well what a person knows, less well what interests he has, and only poorly what he **is and may become**.

**Student Data Questionnaires.** These questionnaires are often administered to students to gain comprehensive information in an efficient and time-saving manner. It is important that school personnel know where to obtain or how to construct an appropriate questionnaire and how to use the information that is obtained.

**Rating Scales** are also used by school personnel to facilitate observations. Teachers, counselors, and principals are frequently asked to rate students on various characteristics. The characteristics upon which students are usually rated should be closely related to basic educational goals. It should be noted that rating scales merely reflect professional judgment of the rater.

**Autobiographies** are one potential tool available to the counselor for assessing the student's self-concept—the kind of person he believes himself to be. Such data are helpful whenever a conscientious attempt is made to improve student self-understanding. It is essential that teachers know how to motivate students to write insightful autobiographies. Recent literature seems to suggest that structured autobiographies can be used to stimulate the student to self-expression in specific important areas. Teachers and counselors need to be directly involved in interpreting and helping students interpret autobiographical content.

**The Interview** is a guidance tool that will assist the individual to reveal thoughts, feelings, attitudes, preferences, hopes and desires not easily identified through the use of other appraisal devices. The interview technique, although difficult to master and subjective in nature, provides the individual an opportunity to explore thoughts and feelings of which he may or may not have been fully aware. The skilled interviewer can break down barriers to communication by assisting the individual to find the right words. Frequently the best way to discover what the student is interested in or how he feels about something is to ask him or allow him the opportunity to express it.

**Sociograms** represent a guidance tool designed to aid and study the social-emotional climate of the classroom—how students feel about others in the class and how they express these feelings in the formation of subgroups

within the class. The teacher and the counselor need to know the structure of the group before any interpretation can be made. Caution must be exercised that too much emphasis is not placed on any one sociogram. A series of sociograms is needed to make meaningful interpretation. Sociograms usually indicate (1) how a student regards others and how they regard him, (2) sub-group and clique membership and (3) status in the group.

**Parent Contacts** including parent conferences and home visitations by teachers and counselors should be recorded in the cumulative record. These contacts are intended to help understand the student better through understanding his home and family background.

**Anecdotal Records** are brief, factual, objective reports of significant student behavior written by someone who has actually observed the behavior. Comments, suggestions, interpretations, and other value connotations should be kept separate from this factual report. Anecdotal records should be written about typical as well as atypical behavior. To be most useful, these records should be systematically collected and periodically summarized. They should then be interpreted in light of all other information available in the cumulative record.

**Health Records** are usually a part of the student's cumulative record in schools that do not employ a full-time nurse. These records are helpful since they indicate to the counselor and teachers important aspects

of the student's health that must be considered in planning his educational program and in making referral to outside agencies when appropriate.

The primary purpose of keeping records is to facilitate the educational process of the youth we serve. They should be student centered, but yet contain the necessary information for transmission to prospective employers and post-high school institutions. All those who are members of the educational team should have access to the cumulative records and should be fully aware of the professional responsibility regarding ethical considerations.

## **B. THE INFORMATION SERVICE**

The process of making appropriate choices, decisions, and adjustments can be done only to the extent that the individual has access to an understanding of information about his environment. The complex and rapid changes in today's society make the task of environmental discovery and interpretation difficult. The appropriateness of choices, decisions and adjustments made by the individual will largely depend upon the amount and accuracy of information used by him.

In the guidance program, the information service provides the structure for the collection, organization, and dissemination of environmental information. Certain basic considerations should be established for the information service. The following statements are indicative of the rationale to be considered when

developing a plan of action for providing an effective information service:

1. An awareness of the need for accurate and up-to-date occupational, educational and personal-social information must be created for each student.
2. The development of methods for interpretation of the information available to each student is essential.
3. Providing assistance to students in making appropriate decisions commensurate with their aptitudes, abilities and interests.
4. The information must be appropriate for the educational and interest level for whom it is intended.

The service of providing information deals with people, hence the sociological and psychological aspects of occupational, educational and personal-social information must be considered. The sooner realistic information is made available to individuals, the sooner they can project themselves into the future and prepare to participate in a more satisfying manner. Self-realization is made more possible when an individual is able to perceive himself in readily identifiable terms and patterns.

The importance of the team approach to the educational and occupational information service should not be overlooked. The classroom teachers have a responsibility for be-

ing aware of the informational materials available in the school and assisting the students in utilizing the materials when advising individual students, when working with groups on common problems and when the materials have implications in regard to classroom discussions and assignments. The teacher also has a responsibility for calling the attention of students to the vocational, educational and personal-social implications of the subject area taught. It is the responsibility of the counselor in the school to coordinate these efforts with the teaching staff. Further, it is the responsibility of the counselor to gather, coordinate, and disseminate the information that is gathered from all sources. The counselor should be certain that this information is available to all persons in the school and community. It is through the information service that the counselor is seen as a prime resource person of career, occupational, educational and personal-social information to better assist in meeting the individual needs of the students, staff and members of the community.

### C. COUNSELING SERVICE

Counseling represents that part of the guidance program where major decisions of the student should be made. As such, it can be said to be the single, most important—the most crucial—service in the entire program. The cruciality is readily apparent when one considers that the other guidance services are of most value only when related to the unique

needs of each individual through counseling. 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 student which allows for expression of student values, knowledge, attitudes and feelings. The relationship which is developed between the counselor and the counselee is the most important aspect within the counseling session. The relationship that develops between the student and the counselor as a result of an exchange of information is a relationship which the student can use for personal growth. The “curriculum” of counseling is the student. As such, counseling represents an opportunity for the student 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 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 student will ever be faced. Answers to each of these questions will be found because they must be answered as the student moves toward maturity. The wisdom with which these questions are answered will be determined by the oppor-

tunities afforded each student 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 students. To help students 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 student 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 sessions. 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 student'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 student's

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

Counseling is a process of working **with** the student rather than the process of doing something **to** or **for** him. It should, therefore, be available to all our young people from the earliest point of contact to the time they can no longer benefit from such assistance.

#### D. PLACEMENT SERVICES

Educational, vocational, and social placement are important to the comprehensive guidance program. The extent to which each school participates in the above-mentioned areas of placement is dependent on factors such as the school philosophy and the various opportunities within the community for placement services. Communities usually have numerous agencies that can be of assistance to the counselor in this effort. The counseling staff should establish a cooperative relationship with these agencies to assure that the individual has access to all possible placement opportunities.



A brief description of the various classifications of placement is given in the following sections.

**Educational Placement** is a continuous process throughout the educational experiences of the individual. This process must involve many people, but the counselor plays a most important role in helping the student plan an educational program that will enable the individual to develop his maximum potential in accordance with his interests, aptitudes and abilities. An effective educational placement service will assist all students by providing them with information, materials, and resources necessary for making educational decisions.

**Vocational Placement** involves assistance to individuals in various phases of the career development process. There are several ways for schools to become actively involved in vocational placement. The larger communities have numerous agencies, personnel officers and other qualified people available to assist those seeking employment. The counselor needs, through personal contact, to develop a resource file that may be utilized to assist the individual seeking employment information. Career education departments can be very effective in assisting with vocational placement. The vocational staff of the school has a wealth of information and contacts relating to job opportunities. Local employers know these people and contact them when job vacancies occur. The combination of a school counseling staff and career education staff working together provides the individual with

a more comprehensive and effective vocational placement service.

**Social Placement.** The counselor is concerned with the development of the **whole** person and thus has a responsibility to share in the social development of the individual. There are many individuals needing assistance in placement in a social setting. The counselor, because of his position, is often able to provide this assistance. To be most effective in social placement, it is often necessary for the counselor to seek assistance from other members of the school staff or from referral sources outside the school. The classroom teacher can be one of the most effective agents in assisting individuals to become involved in social situations with his peer group. The counselor and the teacher work together to assist in identifying the individual's social adjustment needs. The counselor acts as a resource person to the teacher in designing appropriate social activities commensurate with their needs.

## E. RESEARCH

Research in guidance is concerned with the study of student needs and how well school services and activities are meeting those needs. The counselor must take a leadership role in determining the needs for research, initiating research studies, dissemination and evaluation of the findings. A basic question to be asked about any research undertaking is, "Will the findings possibly change staff-student behavior and thus affect the environment for learning?". Once it

has been determined that research can meet the criterion of change, it should be planned and done well.

Types of research activities usually found to be agents for evaluating change are:

1. Follow-up (longitudinal and cross-sectional) of graduates and students who have withdrawn.
2. Expectancy tables showing relationship of scholastic aptitude and achievement to course grades, class placement, occupational placement, and post-high school education and training.
3. Characteristics and needs of the students.
4. Occupational trends in the community.
5. Student evaluations of the curriculum.
6. Educational experiences affecting a school's holding power; i.e., curriculum, retention, grading.
7. Evaluation of the school's counseling and guidance services.

## F. SERVICES TO STUDENTS IN GROUPS

Below are five basic kinds of groups with which the counselor may

find himself working. These kinds of groups are as follows:

**Information-Giving Group.** There is no emotional commitment on the part of the group members. The counselor is in control and dispenses information. This is very similar to lectures in classroom situations.

**Instructional-Discussion Group.** The discussion usually revolves around a life adjustment situation similar to homeroom guidance, etc. There is some discussion and involvement by some members of the group, but the counselor is still in charge and usually determines the topic for discussion.

**Problem-Oriented Group.** This group is composed of a group of students who have been brought together to discuss a specific problem and is aimed at the group members since they have the problem under discussion. A good example is the bringing of underachievers together in an attempt to improve their scholastic attainment. This kind of group can develop into a counseling group with proper counseling leadership.

**Free Discussion Group.** The group meets together voluntarily and the topic is left open for the group members to determine for each meeting. The topic usually changes from meeting to meeting, resulting in very little continuity. The counselor merely acts as a moderator. This kind of group has the potential for becoming a counseling group.

**Counseling Group.** The group members start out with the assumption

that problems will be personally oriented. The leader is a counselor or facilitator. Members of the group may or may not have a common problem. The counselor must establish a counseling relationship and atmosphere and still provide for group dynamics within the group.

Group counseling is not advocated because it may be less time consuming or expensive. It is a valuable tool for students checking the reality of fantasies with others, providing a feeling of security and belonging, and as a means of enabling students to satisfy their need to identify with others.

The student, too, has a responsibility. By choosing to be in a group, he is expected to share the group challenge of building a problem-solving relationship. Through group interaction, each should help create and maintain a psychological climate which will be inductive to sharing and problem solving. If counseling is to be successful, the students must accept the nature of the process. Students must accept responsibility for carrying on the major share of the group discussion.

Acceptance and approval are necessary for everyone, and an individual's needs can be met to some degree in a group regardless of the group's formal purpose. Understanding and knowledge about one another helps the group members develop a feeling of security and cohesion. Acceptance, respect and support (of a mutual nature) bring about desirable individual growth through group

interaction. When a group develops good give-and-take relationships, it can lead to exploration of some quite ego-involved problems by individual members, which very often is the beginning of growth and change.

Since group 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. Only staff members who are prepared in group procedures should be placed in a position of group leadership.

#### **G. COUNSELOR-COMMUNITY RELATIONS AND REFERRAL**

Among the basic guidance services for which the counselor is responsible is that of public relations. The effective counselor knows his community and takes an active part in community affairs. The school's acceptance of greater responsibility for all aspects of the students' growth and development has made it imperative for the counselor to identify, understand, and utilize the various community resources. The interdependence of home, community, and school cannot be overlooked if the guidance needs of the individual are to be taken into consideration. Counselor-community relations are established through the efforts of many persons, agencies and organizations. They seek, through study and analysis of each individual, to provide experiences to stimulate growth toward his highest potential developmental level. Intelligent use of community

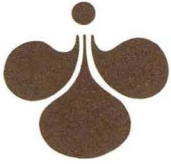
resources is realized only if counselors establish close working relationships with the personnel from such resources.

Another concern of the counselor related to counselor-community relations is that which deals with the development and management of referral sources and procedures.

The counselor helps the school staff identify special needs and problems of students and, when necessary, refers the students to others for help. The idea that it takes several interested and trained individuals to give a student maximum assistance is very important. The counselor must become acquainted with all available sources of assistance to the student and school as well as how and when to use those referral sources. Within the referral process, and the responsibilities of the counselor toward re-

ferred, the team approach cannot be overemphasized. As the student is frequently referred to the counselor by a teacher or other school personnel, this recognition of the **need for referral is the first step**. Following the referral, the counselor is responsible for carrying through the recommendations by informing teachers, parents, and other appropriate individuals of their responsibilities.

Generally speaking, the counselor has the responsibility in the referral process for coordinating the use of services available beyond those he can provide. The counselor may do this by helping to make students and their parents aware of the availability of such services. In addition, he can provide leadership and encouragement in the development and/or extension of community agencies for meeting special student needs that are not already adequately met.



### III. ROLES AND RELATIONSHIPS

**R**oles 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 to focus on students. The major roles with which we are concerned in the guidance of youth are those of the student, parent, counselor, teacher, and administrator. It is necessary to identify these roles in such a way that guidance is seen as a part of education but not synonymous with 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, 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 PERSON

In addition to his academic background, the counselor has a personal philosophy based on his experience and his basic personality structure. Ideally, the counselor enters guidance and counseling because he feels he can make a greater contribution to education by helping students in ways different from those of classroom instruction. He is confident that every student has positive potential for making worthwhile contributions to society and that education has a clear commitment for assisting the student in this endeavor. He has a career commitment to education.

He is as much concerned with maximizing individual differences as

he is with recognizing similarities in students. He is committed to the right of the individual to make his own choices and believes counseling is the best means available to him to help students. He is convinced that the function of guidance is not primarily to do things **for** or **to** students but rather to help students make their own choices, decisions, and adjustments. He is convinced of education's responsibility for helping students make such choices through increased self-understanding and awareness of available opportunities. He depends on full staff support for guidance success. He is convinced that the highest level of professional guidance assistance is counseling and that every student should be assured access to this professional assistance. No other guidance functions, no matter how extensive, can substitute for individual counseling.

The counselor has a realistic view of his own motivations, prejudices, biases, abilities and limitations. He can look at his own problems directly and work toward their solution. Only a well-adjusted person can attempt to help others become mature and self-aware.

### **THE SCHOOL COUNSELOR AS A SPECIALIST IN EDUCATION**

Every professional staff member in education is a specialist. The school counselor's speciality in education is the student rather than a subject matter area. In acquiring competency in this speciality, the counselor adds to an undergraduate back-

ground in education and successful teaching experience — specialized preparation in three areas: (1) understanding students as individuals, (2) understanding the present and future opportunities available to students, and (3) the different techniques of working directly with individuals and groups in a counseling relationship as they attempt to make choices and decisions. Understanding students as individuals requires both a background in appraisal procedures and a background, through the study of psychology, in the dynamics of human behavior. To understand the opportunities open to students, the counselor must understand that each individual is limited in the choices and decisions available to him by a host of environmental and cultural factors.

The success or failure of the guidance program rests with the entire staff although the counselor must assume the major responsibility for the program. 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.

As guidance workers, differences in professional preparation and in competence between counselors and other professional educators are differences in degree rather than kind. Their differences in degree of competence are reflected in each of the following areas:

1. The selection, administration, and interpretation of standardized tests.

2. The construction, administration, and interpretation of student appraisal non-testing devices.
3. Synthesizing all student data for increased understanding of the student as an individual.
4. Collecting and disseminating information concerning opportunities available to students including those of an educational, vocational, and personal nature.
5. Group procedures with students and their application in the school setting.
6. Identifying and utilizing referral sources outside the school setting which are available for and interested in providing one or more special kinds of services to school-age youth.
7. Formulating and carrying out research activities aimed at evaluation of effectiveness of the guidance program.
8. 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 as he attempts to meet the individual needs of all students.

### **THE SCHOOL COUNSELOR'S ROLE IN GUIDANCE**

The counselor can be expected to assume special responsibilities because of his position in such activi-

ties 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. Primarily, however, the specific job function of the counselor revolves around the following six areas listed in order of priority.

1. Providing direct assistance to students in both group and individual situations.
2. Providing assistance to teachers, administrators and other special school personnel in their guidance responsibilities.
3. Working cooperatively with parents, out-of-school agencies, organizations and individuals interested in the guidance needs of youth.
4. Coordinating the collection and dissemination of information about students and their environment and opportunities.
5. Participating actively in local research and evaluation of the effectiveness of guidance services.
6. Participating in other school functions.

It is apparent that more time should be devoted to working directly with students than to 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. The school counselor should not sit in his office and wait for students to come to him, but go where they are as much as possible.

The next largest proportion 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. Here, the counselor functions both as consultant and recipient of help from teachers, administrators, and other pupil personnel workers.

Third, the counselor should spend time working with out-of-school sources of student assistance. This includes his work with parents, community agencies and interested individuals and organizations outside the school. Like other school personnel, the counselor assumes that the school, as part of society, must recognize that those aspects of the educator's concern for the student as a person must lead him to extend his activities beyond the confines of the school. Experienced counselors find they spend more and more time each year working with individuals outside the school and particularly with parents.

Fourth, the counselor should devote time to continued accumulation of current knowledge regarding students and their environmental opportunities. It is absolutely essential that the school counselor keep abreast of new kinds of information to be utilized in daily guidance activi-

ties. Some of these activities might be taken over by paraprofessionals under the supervision of the counselor, including secretarial tasks, vocational information dissemination, audio-visual assistance, test administration, data processing, and public relations or community liaison. The professional hierarchy could be arranged in such a way as to permit undergraduate college students, vocational-technical personnel, skilled and semi-skilled adults and other trained people to work together to integrate the role of counseling. The interaction and cooperation between the members of this "guidance team" should improve the quality of the entire program.

In this time of constant change, it is essential that the role of the counselor must also change to keep pace with tomorrow's needs. Using the counseling team approach with the proper use of paraprofessionals, the professional counselor would be free to spend more time doing actual counseling to better meet the future needs of the youth he serves. The use of paraprofessionals would not diminish the need for counseling and counselors but would enable fully qualified counselors to spend more time doing relevant counseling and guidance activities.

Fifth, it is suggested that the school counselor allot time for local research and evaluation. Operation of a successful program of guidance services demands that the counselor has readily available information about students and opportunities available to students from a local frame of reference. Typically, either the



counselor collects these data or they remain largely unavailable. The school counselor must also accept major responsibility for carrying out local studies of guidance effectiveness. 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. Here, too, the services of paraprofessional could be usefully employed.

### THE STUDENT'S ROLE IN GUIDANCE

The student has a concept of himself prior to his introduction to a program of guidance. He responds to counseling services as he understands that they protect or enhance this concept and as he becomes acquainted with and trusts the person called counselor. Each student will have an individual and unique role as he understands and accepts the services offered as a means of achieving a present or future ideal concept. The active role of the student is necessary to his growth. Concerned adults will be more valuable to the student by helping him develop a desire to participate in the counseling process than by imposing these services on a passive student. The student, unable, unwilling or not permitted to accept responsibility for his active role, cannot make genuine progress through the guidance experience. His involvement or passivity is a matter of degree, and the service offered each student should be con-

sistent with that student's individual role.

Other factors important in determining the individual nature of each student's role in the guidance process include intelligence, knowledge, skill and emotions. It is imperative that the student's role be recognized and accepted as a primary role in the guidance process. This must be understood if the direction and extent of the services offered are to be productive.

Ideally, a student who is optimally able to profit from guidance services will: (1) come to recognize his need for help in the decision-making processes; (2) acquire receptive attitudes toward this process in counseling; and (3) reach decisions in counseling which he will ultimately be able to implement. For each of these factors, there are considerable differences among students in any given school.

The first factor is perhaps the most crucial of the three. It is difficult to counsel a student until he recognizes both a need for help and the counselor as a source. The student is unlikely to seek help from a counselor who operates only on a strict sequence of counselor-scheduled and counselor-initiated interviews. A variety of approaches is necessary. It is essential that some anxiety—some conscious need for seeking a reasonable solution to a problem—be present in the mind of the student before he can be successfully counseled. If no such problem is apparent, the counselor may actu-

ally attempt to induce anxiety in the student in order that counseling can take place. Helping a student become concerned about his problems is often a necessary prerequisite to successful counseling. The extent to which the counselor is successful in meeting this prerequisite will be directly related to his ability to meet developmental guidance needs of all students in the school. In American society today, this essential task of motivating students toward seeking solutions to their own problems is becoming more difficult due to the rapidly increasing complexity of our society with its corresponding increase in the number of alternatives facing each student. Assistance must be provided each student 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.

The second factor is more difficult to control. Since counseling is a learning process and students vary in their ability to learn, they will vary in their ability to profit from counseling and guidance. The prime goal of the school counselor is to have the student work out solutions to his problems in such a way that he can make his own decisions. At the same time, the school counselor strives to help the student arrive at the wisest possible decisions. When the student appears to be 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 de-

gree of belief in the worth and dignity of each student with whom he deals.

The third factor is foremost in the goals and potential assistance of counseling. It is most important for the counselor to help each individual choose from among as wide a range of opportunities as possible. This usually requires greatly broadening the student's perspective. At the same time, however, it is essential to keep in perspective the environmental restrictions operating for that individual. Part of the counseling must be devoted to discussion of these restrictions as well as a broadening of the student's perspective. The counselor, as a "realistic optimist", wants to help the student see as many opportunities as possible; but, at the same time, he wants the student to be aware of and accept the restrictions and limitations he has so he can come to a realistic decision.

### **THE TEACHER'S ROLE IN GUIDANCE**

The degree to which an individual teacher understands the purpose and function of guidance services and the degree to which he sees a need to know and understand students plays an important part in defining the teacher's role in guidance. The teacher's main responsibility in the school is one of instruction while the counselor's responsibilities center around the student. The understanding the teacher has of his subject matter and the means by which it may be effectively communicated to

students 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 students and his interest in his area of instruction. To place too much emphasis on either at the expense of 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 all counselors should support.

Following is a description of the guidance functions of the classroom teacher:

1. The teacher is a valuable source of information concerning students. The teacher sees the student in many daily situations associated with classroom activities. He sees the student respond to a variety of learning situations, develop study habits, work with other students, express self-concepts, succeed, and fail. The teacher shares with other guidance workers responsibility for instruments of student appraisal. The teacher is the only person in the school in a position to make certain appraisal procedures operate effectively in the total guidance program. While the counselor can and should provide consultative help regarding how various procedures can be effective, it is only

through the active interest of the teacher that they can be successfully implemented.

2. The teacher may function as a counselor to certain students. In every school there are some students who can relate better to particular teachers than to the school counselors. The student 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. Since the student trusts the teacher, has confidence in him, and believes the teacher could help him in seeking solutions to certain difficulties, the teacher should certainly listen to what the student has to say. Sometimes this will be sufficient in itself for the student to make wise decisions for himself. On other occasions, the teacher may feel it appropriate to supply the student with information which the student seeks. At still other times, the teacher will see fit to function as an adviser and proceed to tell the student of actions the teacher believes appropriate for him to consider.
3. Many times the teacher will find he lacks information, skill, and time to help a student beyond the point of listening to him. Often, he will observe students in his classes who appear to need counseling help, but who are not voluntarily seeking it from either teachers or

counselors. In these situations, the teacher may decide to refer the student to the school counselors. A prerequisite for helping students is to correctly identify those students in need of help. This the teacher can do better than anyone else in the school.

4. The teacher has many occasions to interpret the guidance program to students. A substantial portion of the attitudes students have toward school in general and the guidance function as part of education are those they learn from teachers. Guidance services interpreted by teachers as positive means of aiding developmental objectives of all students will do much to create the kind of student attitudes essential for the accomplishment of guidance goals.
5. Every teacher has potential for collaborating with the school counselor in carrying through with suitable activities following the counseling interview. If a student's good intentions are to be translated into more than feeble attempts at implementation 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 student through their actions a belief that the student will, in fact, succeed in implementing decisions he has reached. We must believe in the potential of

every pupil for improvement. This, of course, is largely a matter of the teacher's attitude. At the same time, it is vital to the teacher-guidance function and an essential part of the total counseling process for many students.

6. Finally, the teacher has in the classroom setting many opportunities for helping students grow in self-awareness as well as in subject matter knowledge. By identifying and providing for individual differences in the classroom, the teacher contributes directly and effectively toward development and crystallization of the student's self-concept. By creating situations in which students learn about themselves from themselves through a variety of different tasks the teacher helps the student be someone. **Each student needs to be someone who is successful, worthwhile and accepted as a worthwhile individual.** Until he has established a positive identity, it is difficult for the student to set his sights on becoming something. Every teacher affects student self-concepts 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.

The guidance function of the classroom teacher pictured here is not intended either to add still more

to the teacher load or to relieve the teacher of work. The time a teacher devotes to guidance activities is valuable 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 teacher and students.

### **ADMINISTRATOR'S ROLE IN GUIDANCE**

The administrative actions required for the successful operation of guidance are properly the province of the school administrator. Specifically, the school administrator is 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 involving direct contact with students. Each of these kinds of activities calls for close administrator-counselor working relationships and is discussed separately below in terms of these relationships.

First, both the technical knowledge of the counselor and the broad perspective of the administrator are required to effectively determine directions for the guidance program of the school. The counselor should collect data regarding guidance needs of students. Such data, along with clear explanations of counselor competencies available for meeting identified guidance needs, should be pre-

sented to the school administrator. With this information the administrator, in cooperation with guidance personnel and other professional school personnel, will be able to outline the scope and objective of guidance in their school. 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. Determination of that portion of the school's operational budget designated for guidance services must be an administrative decision.

Second, before defining a direction for staff actions in guidance, the administrator must, in consultation with the counselor, decide on the kinds of activities that should have priority on the counselor's time, taking into consideration school policies. 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 involved. The 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 administrator.

Third, the administrator must accept some responsibility for making decisions with reference to the criterion problem in evaluation of guidance services. The administrator must determine with the counselor what he hopes guidance will accomplish in the school, and these behaviorally stated objectives must be made in a form amendable to measurement. 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 administrator. Such judgments would be made with respect to the entire guidance function and not simply counselor function. They should result in decisions regarding guidance goals to be sought and guidance functions to be assigned following the evaluation.

Fourth, 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 widely diverse groups and, if guidance is to retain its proper perspective, the administrator must be prepared to discuss it with such groups in terms of the contribution of guidance to the total educational function.

Support is also given by allowing the counselor to work with outside agencies during school time. Without this kind of administrator support, the guidance function is susceptible to much misunderstanding.

Fifth, in terms of ultimate attainment of guidance objectives for all youth, direct contact with students is perhaps the most vital of all administrative functions. The administrator, more than any other individual, determines the educational climate of the entire school, and influences the attitudes of students, parents, teachers, and all other community members toward the goals and objectives of education. In addition to this general influence, the administrator will have numerous individual contacts with students. Through wise decisions he makes in their behalf, he has daily potential for helping these students.

### **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 student welfare. Each relationship will be briefly discussed as to how they can be developed for effective programs of guidance services. Many times the ideal being described will not be found in practice, and the counselor will have to adapt his behavior accordingly. Where differences are observed from this "ideal" it is hoped that attention will be directed toward 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 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 student and the kind of person he is becoming. The goals of both are to help students mature into responsible adults. However, parents and counselors understand and are concerned for the students in very different ways.

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. 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. At the same time, they are seldom unbiased or entirely objective: Nor should they be. Every child needs to have others believe in him. He should be able to depend on his parents to fulfill this need even at those times when it appears all others have lost confidence in him.

The counselor, by contrast, emphasizes objectivity in his attempts

to understand people. This is not to say a counselor knows a student better than the parent but only that he knows him in a different way. Both counselor and parent perceptions need to be communicated to the student and discussed between parents and counselors as each attempts to help the student better understand himself.

Both parents and counselors care for and are concerned about the student. The parent's love for his own children is a unique phenomenon, unavailable to any other person. It is possessive, enduring, and eternally optimistic. The parent's concern for his child is inevitable insofar as whatever decisions the child makes directly affect the parent and often call for a whole set of parental decisions of major personal consequence.

The way in which the counselor cares, however, is oriented primarily around respect and not affection. The extent to which the counselor can express concern for a particular student is limited. 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 students to accept responsibility for decisions they have reached. The parent has both a right and a responsibility to convey to his children his own opinions of possible alternatives available to the child. Most children need and seek mature, adult opinions with respect to the wisdom and desirability of major choices they must make. Such opinions properly come from parents.

The counselor, on the other hand, has neither a right nor a responsibility for conveying to students his own personal feelings. The counselor can best help students and their parents in the decision-making process by helping them better understand themselves and the variety of environmental opportunities available to them. Decisions themselves must be made by students and parents alone. Opinions regarding their desirability are not the prerogative of the counselor. The counselor assists both students and parents in the decision-making process by serving as a source of information and as a sounding board as they attempt to make decisions affecting their lives. He does have a responsibility for helping both students and parents acquire a broader and more accurate basis for decision-making than they had prior to seeing the counselor.

There remains the question of how parents and counselors can and should work together toward attainment of their common objectives. Parent-counselor contacts should be initiated by either party whenever a need for communication becomes apparent. 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 students decide the pattern of courses they will pursue in the senior high school. Here, it is hoped that the student 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. Here, he can receive information regarding the student and opportunities available to him as well as raise questions and discuss alternatives privately with the counselor. The second point of systematic parent contacts should be when the counselor is working with students 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 counselor-student discussion is frequently wasted because of parents' views 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 student are routinely conducted. The primary topic of conversation is the student. The conference consists of an exchange of information regarding the child and his opportunities designed to provide both parent and counselor with new insights.

As with students, parent contacts will vary greatly in length. Counselors should be equally willing to spend a relatively short time answering a parent's specific questions or to discuss at length vague questions or problems related to the student with the parent. 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 students.

### **COUNSELOR-TEACHER RELATIONSHIPS**

Teachers and counselors are professional colleagues. 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. Counselors recognize and accept the fact that the primary reason for schools is instruction of youth and view guidance as a service fitting in with this overall objective of education.

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 about environmental opportunities, out-of-school referral sources and counseling. The teacher serves as a consultant to counselors with respect to behavior patterns of students, the need for guidance on the part of certain students, the feasibility of proposed classroom environmental changes and the effects of various counselor actions on students in the classroom.

Both the teacher and the counselor are specialists in education in a

very real sense. Because of their shared interest and their recognition of the interdependence of guidance and instruction, teachers and counselors attempt to help each other. Both teachers and counselors must be aware of the skills and knowledge essential for effective action in their own specialties.

### **COUNSELOR-ADMINISTRATOR RELATIONSHIPS**

Counselors must accept the school administrator as one who will give administrative direction and leadership to the guidance program. Basic decisions regarding the direction guidance will take and who will perform certain guidance functions are made by the school administrator in consultation with the counselor. Basic decisions regarding the direction guidance should take to be maximally effective and who can best perform certain guidance functions should be made by the school counselor. Administrators should expect their counselors to systematically 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.

### **COUNSELOR-PUPIL PERSONNEL RELATIONSHIPS**

As schools have grown in size and complexity, there has been an increasing need for a variety of specialists whose work revolves primarily around meeting non-instructional,

non-administrative student needs. Consequently, we have seen such personnel as school psychologists, school attendance officers, school social workers, and school health officers joining with the school counselor to form a team of pupil personnel specialists who are primarily responsible for what has come to be known as the pupil personnel phase of formal education. In view of the apparent need in Iowa for rapid expansion of the total pupil personnel phase of the school program, a brief outline of relationships between the school counselor and other personnel specialists follows. To discuss such relationships for each specialist would be impractical but several basic principles can be presented which will be generally applicable.

The counselor differs from other pupil personnel specialists in his concern for all youth in the school. All other specialists, with the possible exception of the school nurse, has a clientele of a more limited nature. Because the counselor is concerned with all students, he is interested in working with other pupil personnel specialists. This concern should not be construed as supervision. Rather, it is a sincere interest in all students which prompts the counselor to maintain these close working relationships.

The counselor does not consider himself to be a substitute for any other member of the pupil personnel team. Each of these specialists is recognized as better equipped in terms of professional background to help certain students meet their needs

than is the school counselor. Each of the pupil personnel specialists has a different aspect of youth needs in which he is particularly competent. The counselor uses other pupil personnel specialists for referral purposes. Guidance represents only one kind of help available in the total school program and guidance specialists are most willing to acknowledge this.

The counselor is most clearly distinguished from other pupil personnel specialists in terms of his skills in counseling, appropriate student appraisal procedures, and ability to assess environmental information needed by all students. In relating to other such specialists, these are the skills that the counselor seeks to have recognized. In his concern for guidance of all youth, the counselor will occasionally engage in some activities closely resembling specialties of other pupil personnel workers.

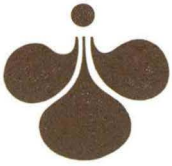
### **COUNSELOR-STUDENT RELATIONSHIPS**

The most crucial relationships in which the counselor engages are those involving students. The counselor must see the student as a worthwhile, unique individual possessing potential for positive growth in ability to solve his own problems. He must see himself as functioning in such a way that decisions affecting the student's life are made by the student and his parents rather than by the counselor. He must see his objective as one of lessening student dependence on the counselor in the

problem-solving process. He must see the counseling relationship as an opportunity for the student to learn about himself and his opportunities in such a way that the student is aided to responsible self-decisions and to greater maturity.

The student must see the counselor as a person with whom he can relate and in whom he can confide. He must feel that this is a person he can trust with his confidences and one who has the ability to help the student to help himself. The coun-

selor must be viewed in the counseling relationship as one who has a sincere interest in the student as a person and as one who knows certain things presently unknown to the student which will aid him in seeking solutions to his difficulties. Certainly, the counselor must be viewed as a mature, responsible adult capable of understanding the student with his problems. The counselor is capable of helping students understand and plan positively their interactions with the teachers, school rules, and the total school program.



## IV. PHYSICAL FACILITIES AND COSTS IN GUIDANCE

An examination of guidance programs that are functioning effectively will generally reveal that attention has been given to physical and financial considerations as well as the other characteristics described in this handbook. This chapter will consider physical facilities and costs from the standpoint of what is desirable and why it is considered so.

The planning of new guidance facilities or the remodeling of current facilities is a cooperative function, shared by the administrative officers, guidance director, the school counselor(s), teachers, students and professional architects. Each school has its own unique needs and consequently such planning requires a great deal of time and energy before a meeting of the minds can take place.

Each program of guidance should have a written definition that specifies the overall guidance function to be performed and the personnel involved. This is the basis upon which the planning of facilities must rest. Tied closely to the definition of the

guidance program is a statement of the interrelationship of the various educational functions in the school to the total guidance program. In the smaller schools, the relationship may be determined by dialogue while larger schools will find it necessary to write a formal statement. As indicated earlier, the planning committee should involve those individuals that are involved in the program, mainly the administration, counselors, teachers, special personnel and the students.

Accessibility of guidance facilities to students is an extremely important consideration. The individual's perception of the function of the counselor and other guidance workers is somewhat a result of the setting in which the services are rendered. The adoption of flexible scheduling and various curricular innovations will present the opportunity for the counselor to become more mobile than he has in the past. He may find the guidance suite as his primary counseling center but may also function on a regular basis in other settings such as the vocational department, the so-

cial studies center, the student center, or an industrial personnel office at a local manufacturing concern. **Accessibility of counselors and guidance workers to individuals in settings other than the guidance suite is a necessity and can only be accomplished by cooperative planning.**

Accessibility of guidance facilities to teachers, parents, community agents and special personnel must be considered on the same basis as those extended for the students. The placement of facilities rests with the local staff's conception of the range of their functions.

## PHYSICAL FACILITIES

### The Guidance Suite

The concept of the guidance suite is seen as a single area in the school containing three types 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 individuals and parents.
2. The guidance information center used both as the central headquarters for the guidance clerk and paraprofessional staff, and as a central source of guidance information available for individual and teacher use.
3. The student record center used for housing records, for teacher

- study of individuals, and for small group work of various kinds with students by counselors.

Here are some general guidelines for location of the primary guidance facilities that could be supplemented and adjusted by local needs.

1. Readily accessible to students; the guidance suite should be near the main flow of student traffic with special locations in other areas for meeting needs of individual programs.
2. Separate from the administrative offices but near enough for convenient use of conference rooms, personnel records and some clerical services.
3. Accessible from the main entrance and main corridor for the benefit of parents and representatives from various agencies.
4. Located in conjunction with or access to related personnel services such as student accounting, psychological and health services.
5. Reasonably near the media and library center for use of display and related materials.

### Counselor Offices

The counselor's office is the central place in the guidance suite. Each counselor should have his own office. It should be private, sound-proof and with access to the outer

corridor without returning through the reception area. The room should be large enough for at least four persons including the counselor. The environment in the counselor's office may be created by the furnishings as well as the counselor's approach. Items such as curtains, chairs with arm rests, carpet and similar furnishings add to the warmth of the counseling office but are individual decisions each school must make in view of overall school philosophy.

### **Reception Area**

The reception center should be large enough for a guidance clerk, paraprofessional staff, one student for each counselor and waiting space for three or four additional persons.

### **The Guidance Information Center**

It is essential that individuals readily identify some central location in the school where current materials regarding environmental information and materials designed to further student self-understanding can be found. Announcements of visits from representatives of agencies for training beyond high school, booklets, and current occupational information should be made readily available and easily accessible to students and teachers in one central location. That location is preferably the guidance information center.

The fact that counselor offices are part of this total guidance area makes it natural and easy for both students and teachers seeking further information to confer with counselors. It is conducive to increasing

numbers of voluntary student-counseling contacts and numbers of teacher-counselor contacts. It allows the counselor to keep constantly abreast of new information and provides an opportunity to observe individuals seeking particular kinds of information. In most schools, this guidance information center will also serve as the reception area described earlier. Once again, the need for a guidance clerk and paraprofessional personnel is emphasized as one considers the operational functioning of activities such as described here.

### **The Student Record Center**

Some provisions must be made in the total guidance area for individual student records. Confidential counseling folders will be maintained by each counselor in his office. The cumulative record available to all school professional staff members interested in helping the student should be located outside the counselor's office in a location which is convenient and conducive to teacher and counselor use. Since it is suggested that all Iowa schools maintain separate, permanent student 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 student record center. Here again, the need for a guidance clerk and the paraprofessional is obvious.

Many schools will find it convenient to create a separate physical facility in the total guidance area for the teachers' use. 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 student records, where case conferences involving the counselors and all teachers of a particular student can be held, a place the counselors can use for small group work, for special makeup testing of individuals absent on days tests were administered to all students in a grade, and where post-high school training representatives can meet with individuals interested in learning more about their institutions. This is truly a multi-purpose guidance facility.

### COST 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 legitimate questions, but ones that must finally be answered by the local districts. Since it must be the decision of each local district as to what amount is expended for guidance, the consideration given here shall be that of providing assistance in developing the guidance budget for the local school district.

To consider the real cost of guidance demands that both direct and indirect costs be computed. The problem here is similar to that involved in attempting to assess the real cost of the teacher's involvement in administration. Every teacher is both a guidance worker and a school administrator in addition to serving as an instructor. Each teacher has certain guidance and administrative duties he is expected to perform that

are designed to supplement the work of the school counselor and the 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 on the basis of indirect costs alone.

In addition to this very substantial and elusive indirect cost of teacher time devoted to guidance, other indirect costs include such factors as the installation and depreciation of guidance facilities, plus costs of heating, electricity, and maintenance. Such costs are possible to assess and should certainly be considered as part of the total cost of the guidance program.

### DIRECT OPERATIONAL COSTS OF GUIDANCE (SALARIES)

The largest direct operational cost of the guidance program is for salaries. Recent surveys conducted in the State Department of Public Instruction show that counselor salaries account for 90 to 95 per cent of the total direct operational costs of the guidance program. Salaries for paraprofessional personnel and personnel providing clerical assistance for the guidance program is also a definite factor to be considered in computing the direct operational costs of the guidance program. As a

general policy, it is recommended that counselor salary be tied to the teacher salary schedule.

To place counselors on the teacher salary schedule does not mean, however, 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 the period of the extended contract; special projects funded by state or federal funds are oftentimes necessarily carried out during the summer months; contacts can be maintained with students, parents, former students and adults; programs can be planned with transfer students 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 researched and specified. 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 the period of time when both students and teachers are present. Activities such as mentioned above are largely impossible to carry on to the desired degree during the regular school year. A ten- to eleven-month work year for counselors should be anticipated in schools desirous of good guidance programs.

It is recommended that school administrators employ clerical assist-

ance and paraprofessional personnel for the guidance program. There are many clerical and semi-professional activities which must be accomplished in operating any guidance program. In the absence of paraprofessional and 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. The guidance secretary serves teachers as guidance workers, students as recipients of guidance services, and counselors. The counselor cannot function as effectively or efficiently as he should if he must assume responsibility for the clerical as well as the professional and semi-professional activities inherent in operation of the guidance program.

#### DIRECT OPERATIONAL COSTS OF GUIDANCE OTHER THAN SALARIES

Assuming that 90 to 95 per cent of direct operational costs in guidance are devoted to salaries, there is still somewhere between 5 and 10 per cent of guidance costs to be considered in viewing the total guidance budget. Generally in the multi-counselor program it is recommended that the school administrator consider the remainder of the guidance budget as 5 to 10 per cent of that allocated for salaries. This percentage would necessarily have to be adjusted upward in the one or two counselor program and in those school districts implementing a new program. Thus having established this amount in the



guidance budget, how should it be spent? It is this question that is now to be considered.

The first question is that of direct costs of the student appraisal services. Of these costs, 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**, it is recommended that one achievement test in the elementary school, one in the junior high school, and one in the senior high school career of each student is sufficient. All other achievement tests should be charged against the instructional budget.

A second question is direct costs of informational services in guidance. The need for accurate, up-to-date information concerning environmental opportunities is continually increasing and emphasized. 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. The guidance budget should include some funds to cover the cost of counselor directories and source catalogs of current environmental information. The rapid rate at which this information changes and so becomes obsolete makes this necessarily an annual expenditure. Computerized information services are currently available and should be con-

sidered as a source of current information about and for students. In addition, much of the very best and thus most useful specific occupational information is developed locally in cooperation with business and industry. The guidance program may no longer depend solely on free occupational and educational information to even minimally meet the informational needs of students in today's schools.

Direct costs involved in group procedures in guidance is the third question. Schools utilizing guidance units or guidance classes, poster and bulletin board displays, home-room guidance programs, or guidance booklets for individual student use in the guidance information center must realize that materials need to be provided if such programs are to be successful. The need for instructional materials in the guidance unit or course is at least as great as in the classroom. Once again, the nature of these materials is such that they become obsolete rapidly and must frequently be replaced by newer, more accurate materials. It is most efficient to include a certain amount of such materials in the annual guidance budget even though some years will see considerably greater expenditures than others.

A fourth question is direct costs subsumed under the area of communications and paper. This includes the cost of the telephones, postage, and paper required for counselor, paraprofessional and clerical activities. With the increased emphasis on dropout studies and graduate follow-

up studies this becomes a substantial item in districts doing a thorough job in these areas. The guidance staff uses quantities of paper in preparing special guidance forms and in communicating guidance information. While the total amount needed here is small in relation to salaries, it is substantial enough that it should be considered in developing the guidance budget.

Finally, direct costs involved in counselor travel are of importance. There are two major 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 some distance from the school or when trips are made to out-of-town or local business and industry, and referral agencies. The second is for counselor travel to professional meetings. No counselor should expect to complete the academic work required for counselor endorsement and to continue to do the job adequately year after year with no further education. The attendance and involvement in professional organizations and meetings at the local, state, and national levels are essential to the counselor desirous of keeping abreast of the new knowledge in his and related fields.



## V. EVALUATION OF THE GUIDANCE PROGRAM

Evaluation of a guidance program is a process of determining its value with the primary goal being **improvement of the program**. Failure to evaluate the program could result in continuation of guidance services, functions, and techniques that are outmoded or inappropriate to current conditions within the school or the community.

Specifically, then, the purposes of evaluation of the guidance program are to: (1) provide a sound basis for improving the program, (2) provide reliable evidence of the value of the program, (3) encourage close working relationships and increased understanding of the program, and (4) contribute to the public relations efforts of the school.

### Dimensions of the Evaluation Program

There are basically five dimensions in a program of evaluation:

1. Definition of the objectives of the program or activity to be evaluated.

2. Establishment of criteria against which progress toward these objectives can be measured.
3. Design of instruments and techniques by which this progress can be measured.
4. Collection of data from all necessary sources.
5. Analysis of data and judgment against the criteria about the quality and quantity of the progress toward achievement of the stated objectives.

Thus, the first step in evaluation is to set up criteria—standards for making judgments—based upon the objectives of the program. If these objectives are not available, they must then be developed **before any usable criteria can be established**. It is essential that the objectives (and the criteria based upon them) be stated as clearly and specifically as possible.

There are two basic categories of evaluative criteria: subjective and

objective. The objective criteria are, in general, more meaningful and reliable, but the subjective are also necessary in order to provide a complete "picture" of the program and its effectiveness. The data relating to the criteria fall into three general categories: behavioral, attitudinal, and popularity. Thus, there are six possible types of data that may serve as criteria for guidance evaluation.

After establishing the criteria, it then becomes necessary to collect the data relative to these criteria. For example, if one of the criteria of the worth of a guidance program is "reduction in the number of program changes made by students", the number of students making changes before and after the initiation of the program must be ascertained. Obviously, these numbers constitute objective data since they are unaffected by opinions or attitudes of the person obtaining them. However, the decision as to whether a reduction of 10 or 100 program changes constitute "success" of the program is a matter of judgment and, therefore, subjective. Evaluation is based upon some form of measurement and, thus subjective. Evaluation is based upon some form of measurement and must be concerned with the two universal criteria of measurement: validity and reliability.

#### APPROACHES TO EVALUATION

There are three major categories of criteria which may be used as bases for guidance evaluation: status, satisfaction, and goal achievement.

Obtaining evidence relative to each of these categories calls for three different approaches to guidance evaluation. 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 concerning **status** can be subdivided in the following ways:

1. In what ways is it similar to and/or different from guidance programs in other schools?
2. In what ways is it similar to and/or different from the recommendations of professional guidance workers?

The second major question—that of **satisfaction**—must be approached from the point of view of those being served by the guidance program. The third question pertaining to the achievement of **goals** can be subdivided in the following ways:

1. To what extent is it meeting the guidance needs of students?
2. To what extent is it meeting other goals which the school and society have set for guidance?

#### EVALUATION THROUGH THE ASSESSMENT OF STATUS

Evaluation of this kind is concerned with the nature and extensiveness of the component parts of a complete guidance program and operates on two basic assumptions.

1. The existence of guidance services is a prerequisite to the attainment of guidance goals.
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. Each can be described in terms which are susceptible to measurement and to comparison. For example, the counselor-pupil ratio, the extent and variety of pupil appraisal procedures, the amount of educational and occupational materials, and the number of teachers performing guidance functions are characteristics a school may decide to include in assessing the status of its guidance program.

Following identification of the characteristics to be assessed and the method of measurement to be used, the assessment is carried out in the school and a comparison made with some previously selected "standards", such as those established by the North Central Association, The Iowa State Department of Public Instruction, professional guidance associations and/or counselor education institutions.

While evaluation of the guidance program through assessment of **status** provides no direct answers to the question of its effectiveness, it does give some answers to the ques-

tion, "How adequate are the provisions for guidance in our school?" If the necessary provisions have been made, there is at least the chance that the program objectives will be achieved. If they have not, the chances are very slim indeed.

#### EVALUATION THROUGH THE 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 as long as such feelings exist. It is for this reason that it is important to assess the opinions of those persons whom the guidance program is intended to serve in order to obtain evidence of their satisfaction (or dissatisfaction) with it.

In evaluating a guidance program through "assessment of satisfaction", two very important principles must be observed. First, the assessment of satisfaction should be planned to take place some time following provision of the service but not shortly afterwards. For example, to ask students 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 while you were in high school helped you to . . ." (this sentence should be completed by adding a

specific statement based upon established criteria). 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.

Evaluation through assessment of satisfaction can provide information regarding opinions which reflect qualitative judgments leading to the identification of areas needing improvement. They let the evaluator learn what people **think** exists. 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. Thus it, like evaluation through assessment of status, must be judged insufficient by itself.

### EVALUATION THROUGH THE ASSESSMENT OF ACHIEVEMENT OF GOALS

Evaluation of the extent to which guidance is meeting needs of individual students must be a continuous, ongoing process applied to every student whom guidance attempts to serve. This individual approach to evaluation of guidance effectiveness does not, however, exclude summarizing guidance evaluations for various groups of students. Decisions regarding the extent to which the total guidance program is meeting needs of individual students necessitates acceptance of five basic principles.

**First**, the developmental goals of guidance require that evaluation in terms of effectiveness for individual students be qualitative in nature. 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 student decisions with which guidance is concerned, it is obvious that evaluation of guidance effectiveness for individual students must be in terms of improved choices. Every student will be capable of making decisions whether an organized program of guidance services is in existence or not. Evaluation here must be accomplished in terms of the extent to which the **individual** student 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 student decisions.

**Second**, some evaluative activities are already in existence in every school having a guidance program. Such evaluation is constantly being carried on by those being served by the guidance program. Evaluation as conceived in this handbook is not, therefore, intended to perform a function previously missing, but rather to add validity and preciseness to evaluations which are made.

**Third**, it is **at the conclusion** of a period of counseling when guidance for a particular student is most appropriately first evaluated. Guidance efforts converge in their effects on

individual students in the person-to-person counselor-pupil relationship. It is within the context of this relationship where problems are discussed, decisions are reached, and plans are formulated for implementing the decisions reached. It is here that guidance needs of individual students are described in terms which lend themselves to evaluation. Such evaluation should concern itself both with the extent to which the student was helped and the relative contributions of various sources of help. The assistance to the student is by far 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 effectiveness with individual students. While plans formulated by students during counseling are subject to immediate evaluation in terms of judgmental criteria, much more meaningful evaluation occurs when follow-up studies are conducted following the conclusion of counseling. Such follow-up studies will not, of course, answer the question, "Was this really the best set of plans the student could have made?" but they can answer the question, "How did these plans work out when the student put them into effect?" the question, "To what extent did the student follow through on plans he made during counseling?", is also a most meaningful one to ask in assessing guidance effectiveness for individual students. The effects of guidance do not cease at the conclusion of counselor-pupil contact in the counseling relation-

ship. Therefore, some maturational assessment must become an integral part of the total evaluative process.

**Finally**, concern with evaluation gives purpose to the actions of guidance personnel in dealing with individual students which, in itself, promotes effectiveness. Such a concern leads 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 counseling with each student and gives him a basis for comparing his expectations with those of the student. Final determination of guidance needs of individual students demands that the student be actively engaged along with the counselor in this process. The counselor and the student work together in specifying guidance needs and in making progress toward meeting these needs. The right of the student 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.

Thus, the assessment of guidance effectiveness in terms of meeting the needs of individual students should be viewed as a continuous, mandatory, structured activity in every school purporting to have a guidance program. Other evaluative approaches may be added but this one, above all others, must be used.

**EVALUATION THROUGH  
ASSESSMENT OF THE EXTENT  
TO WHICH GUIDANCE IS MEET-  
ING GOALS OF EDUCATION  
AND OF SOCIETY**

The individual approach to evaluation of guidance services presupposes that the primary reasons for the existence of guidance services are related to their effectiveness in facilitating the development of individual students. There are, however, additional goals set forth by the school and by society 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 but there are several toward which guidance makes positive contributions. These school and societal goals include: (1) increase in student achievement; (2) reduction in the dropout rate; (3) increase in attendance; (4) reduction in requests for program changes; (5) increase in proportion of students making appropriate post-high school plans; and (6) increase in job satisfaction and job earnings.

Goals such as these 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 on 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 inservice educational 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 the guidance program is to be strengthened.

After making the indicated changes, the program must operate for a sufficient period of time to permit the results to occur. While no specific time limit can be set that is universally appropriate, it will typically not be less than one school year and may be as much as three years. The evaluation of **guidance programs** must be tied in with evaluation of the **total school program**.



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