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ELEMENTARY GUIDANCE SERVICES
IN URBAN AND RURAL SCHOOLS
IN TIDEWATER VIRGINIA

by

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A Dissertation Submitted to the Faculty of
Old Dominion University in Partial Fulfillment
of the Requirements for the Degree of

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1992

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I dedicate this dissertation in memory of my father and in honor of my family.

TABLE OF CONTENTS

ACKNOWLEDGEMENT	i
LIST OF TABLES	iv
Chapter	Page
1. Introduction	1
Background of the Study	1
Relationship of the Problem to Previous Research	4
Research Questions	8
Population	8
Selection of the Instrument	9
Method of Analysis	10
Limitations of the Study	11
Summary	11
Organization of the Dissertation	12
2. Review of the Literature	13
Early History	13
The Essential Elements of Elementary Guidance Programs	22
Guidance Services Program Organization	23
Guidance Personnel, Support Personnel and Teachers	27
Referral Services	35
Orientation	39
Counseling	44
Student Development	53
Reporting to Parents	54
Research and Evaluation	59
Summary	62
3. Methodology and Procedures	65
Overview	65
Research Problem	65
Design of the Study	66
Description of the Instrument	68
Summary	75
4. Results and Discussions	76
Introduction	76
Results	78
Summary	92

5. Summary, Conclusions, and Recommendations	93
Summary	93
Discussion	98
Recommendations	117
Appendix	121
A. Cover Letter and National Study of School Evaluative Guidance Services Assessment for Counselors	122
B. Cover Letter and National Study of School Evaluative Guidance Services Instrument for Teachers	135
BIBLIOGRAPHY	139
AUTOBIOGRAPHIC STATEMENT	145

LIST OF TABLES

Table		Page
1.	Evaluation of Comprehensive Guidance Services in Urban and Rural Elementary Schools as Viewed by Guidance Counselors	79
2.	Evaluation of Mean Responses of Comprehensive Guidance Services in Urban and Rural Elementary Schools as Viewed by Guidance Counselors	80
3.	Evaluation of Quality of Guidance Services in Urban and Rural Elementary Schools as Reported by Guidance Counselors	82
4.	Evaluation of Quality of Guidance Services in Urban and Rural Elementary Schools as Reported by Guidance Counselors/ Mean Response	83
5.	Evaluation of Quality of Elementary Guidance Services in Urban and Rural Elementary Schools as Reported by Urban and Rural Classroom Teachers	84
6.	Evaluation of the Quality of Guidance Services in Urban and Rural Elementary Schools as Reported by Urban and Rural Classroom Teachers/Mean Response	85
7.	Evaluation of Quality of Guidance Services in Urban Elementary Schools as Reported by Urban Counselors and Teachers	87
8.	Evaluation of Quality of Guidance Services as Reported by Urban Counselors and Teachers/Mean Responses	88
9.	Evaluation of Quality of Guidance Services in Rural Elementary Schools as Reported by Rural Counselors and Teachers	89

10.	Evaluation of Quality of Guidance Services as Reported by Rural Counselors and Teachers/Mean Response	91
11.	Guidance Services Program Organization Mean Score	99
12.	Guidance Personnel/Mean Scores	101
13.	Counselor Support Personnel/Mean Scores . . .	103
14.	Role of the Teacher/Mean Scores	105
15.	Consultation and Referral Resources/ Mean Scores	107
16.	Student Orientation and Admission/ Mean Scores	108
17.	Counseling Services/Mean Scores	110
18.	Student Development/Mean Scores	112
19.	Reporting to Parents/Mean Scores	114
20.	Research and Evaluation/Mean Scores	116

ABSTRACT

ELEMENTARY GUIDANCE SERVICES IN URBAN AND RURAL SCHOOLS IN TIDEWATER VIRGINIA

Berkley Edgerton Ashby
Old Dominion University, 1991
Director: Dr. Stephen Tonelson

The purpose of this study was to assess the relative importance of the ten most significant components of an elementary guidance program. A second purpose was to identify differences in guidance services provided in selected urban and rural schools and also the perceived effectiveness and adequacy of the services as viewed by counselors and teachers. The study was conducted with elementary guidance counselors and elementary teachers in 48 urban and 48 rural schools in Tidewater, Virginia.

The National Study of School Evaluation instrument for secondary schools was modified for use in this study. A pilot study of the revised instrument was conducted, and no additional modifications were recommended. The descriptive section of the instrument was mailed to forty-eight urban and forty-eight rural counselors. Thirty-four urban and twenty-eight rural elementary counselors returned the instrument, resulting in a sixty-five percent return. Eighty urban and eighty rural classroom teachers were sent the evaluative section of the instrument, and forty urban and forty-eight rural teachers returned the instrument, representing a sixty percent return.

Analysis of Variance (ANOVA) techniques were used to examine the responses. Tukey post-hoc tests were employed to make mean comparisons when significant F ratios were achieved. The results indicate a significant difference between the guidance services being provided in urban and rural elementary schools. In all areas that showed differences, the urban responses were more favorable than the rural responses.

The findings suggest that the rural elementary guidance services need to be implemented more fully and used by counselors, teachers and administrators. The role of the administrator, counselor and teacher did not appear to be as supportive as desired. In addition, those areas relating directly to student services were not being utilized fully.

CHAPTER I

INTRODUCTION

Background of the Study

Guidance and counseling services have become recognized as an essential component at the elementary school level.¹ According to the U. S. Office of Education, between 1965 and 1985, the number of elementary counselors in the nation increased twenty fold. During this period there were few elementary counselors in Virginia, and it was not until the 1988-89 school term that such services were mandated for all elementary schools in Virginia. This mandate greatly increased the number of counselors in the Commonwealth.²

The research, as documented at the national and state levels, has indicated significant positive effects upon children's academic achievement, grades, behaviors, attitudes toward school, school attendance, self-esteem,

¹ Virginia Department of Education, Program Guidelines for Elementary School Counselors in the Commonwealth of Virginia (Richmond: Virginia Department of Education, 1980), 1.

² Virginia Department of Education, Elementary School Counseling, (Richmond: Virginia Department of Education, 1988), 2.

acceptance by peers, and upon parent attitudes, support and involvement in the schools' programs.³

According to the American Association of Counseling and Development, a 1985 survey of the perception of elementary counselor effectiveness revealed that 91 percent of the 2000 principals surveyed in an eleven-state region reported positive effects of counseling in the elementary schools. Eighty-four percent of the principals rated elementary counseling as their top or second-rated priority.⁴

Research conducted in the 1970s and 1980s in Virginia shows that elementary guidance services were the support services needed most according to principals. Individual and group counseling for children were ranked as the most important elementary guidance function. Pilot studies conducted in the state indicated strong support for the program by school administrators, teachers and parents of children in the participating schools.⁵

The general goal of public education in Virginia is to facilitate the maximum possible intellectual and personal development of children in the Commonwealth. To attain this goal, quality guidance programs must be provided to foster

³ David G. Burgess, "Elementary Guidance and Counseling," Virginia Counselors Journal, (Spring 1989): 35.

⁴ Virginia Department of Education, Elementary School Counseling, (Richmond, VA. 1986), 3.

⁵ Ibid., 3.

the development of each child's intellectual, social, emotional and physical needs.

Because of the disparity of funding in schools in Virginia and because of their economic base, many urban schools were able to implement elementary guidance programs prior to the state mandate. Many urban areas were in a more positive position to fund elementary guidance because of their effort and ability to fund education in their city or division. Rural areas, because of their inability to generate the needed revenue for education, did not include elementary guidance programs until they were mandated and became a part of the school accreditation criteria.⁶

In Virginia, equity of funding has been an issue for several years, and a study conducted in 1990, "Closing the Gap," reported that per pupil disparities in public education increased in the Commonwealth of Virginia following enactment of the new state aid system for public elementary and secondary schools, and the relationship between a locality's ability-to-pay for education and revenue per pupil for education was strengthened. Thus, the new financing scheme, implemented in 1988-89 and formulated to provide greater equity in education support, was unable to mitigate either the large and increasing disparities in

⁶ Emily Mitchell, "Do the Poor Deserve Bad Schools?" Time. 14 October 1991, 60.

revenue per pupil for education between more and less affluent localities, or the strong and growing links between revenue per pupil and local ability-to-pay for education. The new funding formula was enacted at the same time the mandate for elementary guidance began causing some divisions to reallocate already sparse funds for elementary guidance services, increasing the disparity even more.⁷

This investigation is designed to measure the components of elementary guidance services as seen by elementary counselors and teachers and to prioritize the findings to provide insight into the perception of these services. The study compares the descriptive components of an ideal, comprehensive elementary guidance program to those situated in urban and rural settings as defined by guidance counselors. Also, effectiveness of guidance services, as seen by guidance counselors, is compared with the effectiveness of those services as seen by teachers in the urban and the rural settings.

Relationship of the Problem to Previous Research

Elementary guidance had been offered in some parts of the United States as early as the 1920s. At that time there were only a few programs, and most were located in large

⁷ Virginia Education Association, Closing the Gap? An Update on School Finance Equity in Virginia (Richmond, Va.: June 1991), 1.

urban centers. The role of the elementary counselor was similar to that of a social worker and was influenced by high school guidance programs. The counselor's responsibilities consisted of working with cumulative records, administering tests, analyzing student data, consulting with teachers, and providing individual counseling to students who had adjustment problems. However, the number of elementary school counselor positions grew significantly during the next three decades.⁸

Events in the 1960s changed counseling in the elementary schools. Developmental guidance and counseling were defined in more detail, with guidance activities being organized and directed to elementary school children in a more systematic manner. Measures of assessing student differences were emphasized, and the school learning climate received particular attention.⁹

Literature support for this emphasis is specified in Senate Document No. 24 (1984, Commonwealth of Virginia). This document is an explicit justification regarding the need for elementary guidance in all schools. From 1965-69, a pilot study of elementary guidance and counseling was

⁸ Robert D. Myrick, Developmental Guidance and Counseling, (Minneapolis: Educational Media Corporation, 1987), 27.

⁹ David G. Burgess, "Elementary Guidance and Counseling," Virginia Counselors Journal (Spring 1989): 36.

conducted by the Virginia Department of Education in collaboration with five school divisions. The findings of the study indicated strong support for the program by school administrators, teachers and parents of children in the participating schools.¹⁰ Van Hoose and Pietrofesa also reported improved academic achievement and behavior.¹¹ Kaiser and Sillin in 1977 reported improved self-concept of elementary school students who received the services of an elementary guidance program.¹²

According to Dr. Libby Hoffman, Supervisor of Elementary Guidance Services, Virginia Department of Education, parent participation in counseling groups conducted by elementary school counselors resulted in significant changes in parents' attitudes and ability to respond appropriately to their children's behavior.¹³ Additional pilot studies conducted in Virginia revealed that elementary counselors were cited most frequently by Virginia elementary school principals as the support personnel needed.¹⁴ In order to enhance learning, Ryan stated that

¹⁰ Ibid., 36.

¹¹ Virginia Department of Education, Elementary School Counseling, (Richmond, Va.: Virginia Department of Education, 1988), 3.

¹² Ibid., 3.

¹³ Ibid., 2.

¹⁴ Ibid., 3.

elementary counseling was rated as highly beneficial to children by parents, principals, teachers, support staff, and students in twenty-nine rural, urban, and suburban Virginia elementary schools. Counselors were seen by the respondents as contributing to improvements in students' standardized test scores, and the success of the program was correlated with counselor load (472-1) and counselors serving only one school.¹⁵

The Appalachia Education Laboratory (AEL) conducted a research program addressing guidance programs in Virginia during the years 1982-84. This research also indicated a high level of support by elementary principals and superintendents for the elementary guidance and counseling programs. Individual and group counseling for children ranked as the most important elementary counselor functions, and the Virginia Association of Elementary Principals resolved to assist in the successful implementation of elementary school guidance and counseling programs by every means possible.¹⁶

The research for this study will prioritize the elementary guidance services according to necessity, as rated by elementary counselors and teachers. The

¹⁵ Ibid., p. 3.

¹⁶ David G. Burgess, "Elementary Guidance and Counseling," Virginia Counselors Journal (Spring 1989): 38.

counselors' perceptions of guidance services will be addressed. Once the provision for, and quality of, services is determined, recommendations will be made so that more adequate and equitable services will be provided to all students.

Research Questions

In order to assess the services being provided for elementary children and to validate the differences between the guidance services offered in rural elementary and urban elementary settings, a number of issues must be addressed. To judge the effectiveness of the elementary guidance programs, the following research questions will guide this research process:

1. Which elementary guidance services were most in need of improvement, as prioritized by urban counselors?
2. Which elementary guidance services were most in need of improvement, as prioritized by rural counselors?
3. Which elementary guidance services were most in need of improvement, as prioritized by urban teachers?
4. Which elementary guidance services were most in need of improvement, as prioritized by rural teachers?

Population

The population selected for this study includes a total of ninety-six elementary schools, forty-eight from urban

settings representing two school divisions and forty-eight from rural settings representing twelve school divisions.

For the purpose of this study, the researcher defines an urban school as a school located in an area with 1,500 or more persons per square mile and a rural school as a school located in an area with 150 or fewer persons per square mile.

Selection of the Instrument

In reviewing the literature and trying to find an appropriate instrument for evaluating elementary guidance services, the researcher found several instruments, but they did not encompass the full scope of elementary guidance services. The most comprehensive instrument was the National Study of School Evaluation for Secondary Schools. Since the instrument was designed for use in secondary schools, the instrument was revised and piloted to meet the needs of the elementary guidance program. Each of the major components of a well-rounded guidance program was included in the revision.¹⁷ The areas selected for use were program organization, guidance specialists, support personnel and teacher roles, consultation and referral services, student

¹⁷ National Study of School Evaluation, Evaluative Criteria (Falls Church, Va., 1989), 5-14.

admission and orientation, counseling, student development, reporting to parents and evaluation and research.¹⁸

Method of Analysis

A quasi-experimental design was used to gather data from the forty-eight urban elementary schools and the forty-eight rural elementary schools. The data were analyzed by using ten clusters of descriptors and evaluation items from the National Study of School Evaluation (1987). Each section was considered as a broad area in which an elementary guidance program should provide services. Services provided, and the perception of those services, were prioritized so similarities and differences between urban and rural schools could be studied. According to the National Study of School Evaluation, each of the services was assessed, as each is an important component of the total student services criteria.

The discrepancy evaluation model used provided information on the degree to which urban and rural school systems guidance programs approximate the criteria that has been established by the National Study of School Evaluation.

Findings of this research will be presented in narrative as well as in a tabular format to provide an

¹⁸ Ibid., 429-47.

accurate description of the elementary guidance program in selected urban and rural divisions.

Limitations of the Study

1. Since the research was conducted in schools in the Tidewater, Virginia area, and in adjoining or neighboring areas, care must be taken in generalizing the results.
2. Persons working in the area of elementary guidance had a range of experience in the area of elementary guidance. Some of the counselors were not certified by the Virginia Department of Education, thus the programs may vary as a result of counselor training.
3. Some school divisions had provided for elementary guidance prior to the mandated program which became effective July 1, 1988; hence, the results may not reflect development or recent origin.

Summary

The purpose of this study was to determine whether differences exist in elementary guidance programs in urban and rural school settings in Tidewater, Virginia. This chapter included the background of the problem researched, the statement of the problem, the questions and hypotheses, the definition of terms, the population used, the limitations of the study and the method used to analyse the data.

Organization of the Dissertation

The remainder of this dissertation will be divided into four chapters. Chapter Two will provide an in-depth analysis of the literature addressing the ten areas surveyed by the National Study of School Evaluation Evaluative Criteria (5th Edition) as well as show a need for guidance services. Chapter Three will include the design of the study and a description of the data-gathering techniques used in this research. Chapter Four will include the analysis of data with information of statistical significance both in narrative and tabular form. Chapter Five will include discussion of the results and provide recommendations and suggestions for future planning and implementation which should assist in improving the services provided elementary students in the areas of guidance and counseling.

CHAPTER II

REVIEW OF THE LITERATURE

The purpose of Chapter II is to present a review of the literature that forms the theoretical framework for today's elementary guidance programs. A history of the elementary guidance movement will be presented, followed by a review of the literature related to specific guidance activities. The literature review will address the ten major sections of the National Study of School Evaluation instrument that were determined to be appropriate for an evaluation of guidance services at the elementary school level.

Early History

School guidance was initiated during the height of the Progressive Education Movement which occurred in this country in the early twentieth century. In 1908 the implementation of one of the first systematic concepts of guidance in this country took place in Massachusetts when the Boston Vocation Bureau was established, based on plans by Frank Parsons. Parsons' concept of guidance stressed the scientific approach to choosing a vocation. The works of Parsons and the Vocation Bureau soon became known across the country. As a result, the first National Conference on

Vocational Guidance was held in 1910. As the vocational guidance movement expanded in the 1920s, a number of visible shifts began to occur in both theory and practice. Beginning in 1920 there was less emphasis on vocational guidance and more on educational guidance. This shift occurred partly due to such persons as John Brewer, who placed greater emphasis on educationally-centered guidance concepts and practices.¹

According to Gibson and Mitchell, in the first quarter of the twentieth century two significant developments in psychology profoundly influenced the school guidance movement. The developments were the introduction of standardized and psychological tests, both individual and group-administered, and the mental health movement. The tests of psychologist Alfred Binet and his associate Theodore Simon were introduced in the United States in 1916 by Lewis Terman. When the United States entered World War I, the armed services sought a measure that would enable them to screen and to classify inductees. The first so-called group intelligence test, the Army Alpha Test, was administered to thousands of draftees. The possibilities of applying psychometric techniques to pupil assessment

¹ Norman C. Gysbers and Patricia Henderson, Developing and Managing Your School Guidance Program (Alexandria: American Association for Counseling and Development, 1988), 3-4.

resulted in the rapid development and expansion of standardized testing in education.²

Herr states that organized guidance programs began to emerge with increasing frequency in secondary schools in the 1920s and often were modeled after college student personnel programs. When secondary students experienced academic or personal difficulties, they were referred to the dean, who sought to help them modify their behavior or remedy their deficiencies. During this period, concern arose regarding the dignity and rights of children. The psychoanalytic approaches of Freud were applied to the treatment of children with major mental health problems. Compulsory school attendance laws brought groups of children into the public schools who had not traditionally been there, were not academically oriented, and were not sure what they were doing in school. To meet the varied needs of all children, school curriculum offerings were broadened, and guidance services began to expand as a possible solution to the problems of the new student population.³

During the 1940s and 1950s, veterans began to return to society, and again tests were administered to assist them in

² Robert L. Gibson and Marianne H. Mitchell, Introduction to Counseling and Guidance (New York: Macmillan Publishing Co., 1986), 8.

³ Edwin L. Herr, Guidance and Counseling in the Schools (Falls Church: Va.: American Personnel and Guidance Association, 1979), 6.

determining secondary and post-secondary educational opportunities. At this time, the U. S. Employment Service began to use the General Aptitude Test Battery (GATB); also the American Psychological Association was founded. The federal government passed the George Barden Act, which authorized salaries and travel expenses for vocational counselors as well as other support for guidance-related activities.⁴

In 1959 James B. Conant wrote The American High School Today, in which he recommended that there should be one full-time counselor for every 250 to 300 pupils at the secondary level. In addition, the launching of Sputnik in 1957 sparked a reappraisal of the offerings and rigor of the country's secondary curricula. The National Defense Education Act of 1958 required states to submit plans to test secondary students so that academically talented students could be identified and encouraged to enter the field of hard science.⁵

Elementary school counseling got its start as early as the 1920s when William Burnham wrote Great Teachers and Mental Health (1926). His subsequent book, The Wholesome Personality, was published in 1932. However, because of the

⁴ Ibid., 7.

⁵ Richard C. Nelson, Guidance and Counseling in the Elementary School (New York: Holt, Rinehart and Winston, Inc., 1972), 17.

economic and social conditions of the time, elementary school counseling did not flourish until the fifties and sixties. The focus on development was then, and still is, the foundation of elementary school counseling. Burnham felt that three fundamental tendencies are essential for health and development: first, growth in its broadest sense, including maturation; second, learning; third, integration. The three tendencies are related according to Faust (1968). Faust wrote that the developmental emphasis of the sixties was not new. He distinguished among traditional, neotraditional, and developmental elementary school counselors. What is generally in practice today related to developmental learning is a major factor that sets elementary school counselors apart from other mental health professionals and many school personnel. This emphasis on child development is also what distinguishes the preparation of elementary school counselors from any other mental health professionals.⁶

The 1960s and 1970s witnessed the escalation of the civil-rights movement. The war in Viet Nam caused major societal upheavals, and "Do your own thing" became the credo of many young Americans. In 1964 the National Defense Education Act was amended, emphasizing guidance and

⁶ Joseph C. Rotter, "Elementary School Counselor: Past, Present and Future," Elementary School Guidance and Counseling 24 (February 1990): 180.

counseling for all students and giving impetus to elementary school counseling. Funds for the training of counselors were designated by the Elementary and Secondary Education Act of 1965. Group counseling, encounter groups and personal-development groups increased significantly during this period.⁷

During the last two or three decades, guidance and counseling have become recognized throughout the nation as essential components of elementary school education. In 1965, there were fewer than 1,000 elementary school counselors, while in 1980, according to research conducted by Brown and Cook, there were 11,670.⁸ Research findings from a variety of studies have indicated significant positive effects of elementary guidance and counseling programs, resulting in higher achievement (Van Hoose and Pietrofesa, 1969), better grades and attendance by disadvantaged children (Shelton and Dobson, 1984), appropriate behavior (Lewis, Nelson and Tollefson, 1983), proper attitudes (Wantz and Recor, 1984), fewer absences, enhanced self-concept, demeanor and decision-making skills

⁷ Edwin L. Herr, Guidance and Counseling in the Schools (Falls Church: American Personnel and Guidance Association, 1979), 8-9.

⁸ Virginia Department of Education, Program Guidelines for Elementary School Counselors in the Commonwealth of Virginia (Richmond: Division of Pupil Personnel Program, 1980), 1.

(Duseweiz, 1985), improved self-concept and conduct (Giannotti and Doyle, 1982), and good peer relations and improved parental involvement (Summerlin and Ware, 1981).⁹

In a recent study, Morse and Russell (1989) surveyed counselors and found that the five highest ideal roles include the following:

1. "Helping the teacher better understand individual students' behaviors, attitudes, and progress.
2. Working with students in groups to help them learn appropriate social skills.
3. Working with students in groups to enhance self-concepts.
4. Working with students in groups to help them understand their feelings.
5. Working with students in groups to help them develop problem-solving skills."¹⁰

In Virginia, the first elementary guidance programs were developed from 1965 to 1969 as part of a pilot study conducted by the Virginia Department of Education with five school divisions. The findings of this study indicated the need for guidance programs and their benefits to children in

⁹ Virginia Department of Education, Elementary School Counseling (Richmond: Virginia Department of Education, 1986), 2-4.

¹⁰ Joseph C. Rotter, "Elementary School Counselor Preparation: Past, Present, and Future," Elementary School Guidance and Counseling 24 (February 1990): 182.

helping them function more effectively in school.¹¹ Strong support for these programs by parents, principals and teachers also was reported. From 1981 to 1983 a study to evaluate elementary school guidance programs in three Virginia school divisions was conducted for the Virginia Department of Education by the Appalachia Educational Laboratory. The thrust of this study was two-fold. The first component was to determine the level of acceptance of the programs. The second component was to determine the effects of various descriptive factors on program acceptance. This study involved 29 elementary schools in Augusta County, Richmond City and Williamsburg/James City County, divisions in which all elementary schools were served by elementary counselors. Extensive data were collected from 495 parents, 28 principals, 580 regular classroom teachers and special education teachers, professional support staff and 20 classes of students. These data revealed the positive effects of elementary counselors' services upon children's academic progress and personal development, as well as upon their attitudes and behavior. As a result of the elementary guidance programs, teachers' disciplinary referrals of students to principals decreased.

¹¹ David G. Burgess, Virginia Counselor's Journal (Richmond: Spring 1989), 36.

Four general conclusions were drawn from the data collected for this study:

1. Elementary guidance programs in these schools are being carried out according to program guidelines established by the State.
2. These programs are taken seriously; i.e., they are not devices for getting administrative assistance or for achieving other unstated goals.
3. They are rated very highly, virtually "across the board," by parents, principals and staff other than counselors themselves (counselors were not asked to rate their own effectiveness).
4. Of the descriptors studied, two which have very high correlations with perceptions of success are counselor ratio (472-1 as a key "break-point") and counselors serving only school.¹²

Although bills and resolutions promoting elementary guidance services had been introduced in the Virginia General Assembly as early as 1977, it was not until May 1986, that a resolution was passed that called for both a phase-in of elementary counselors statewide and changes in the Accreditation Standards to mandate the program. Effective for the school year 1988-89, all elementary schools were to have the services of an elementary guidance counselor.

The state mandate of 1986 for elementary guidance and counseling is a highly significant accomplishment for the

¹² Thomas P. Ryan, Executive Summary of the Evaluation of Elementary School Guidance Programs in Three School Divisions (Richmond: Virginia Department of Education, 1984), 1-3.

counseling profession in Virginia. This accomplishment is the result of a united effort over many years that involved state and local counseling associations, counselor educators and counselors from a wide variety of work settings, as well as many other professional, parent, civic, and service organizations.¹³

The Essential Elements of
Elementary Guidance Programs

Using a national assessment instrument published by the National Study of School Evaluation for Guidance Services (secondary level), ten essential criteria were selected that apply at the elementary school level. This instrument was selected because it is used by accrediting agencies on a regional level throughout the United States and has proven to be a comprehensive instrument for assessing programs and services within a school. Based upon this evaluation, an elementary guidance program should include the following areas: organization, counselors, support personnel, teachers, referral services, orientation, counseling, students' development, reporting to parents, and research and evaluation. The following review of the literature addresses each of these criteria.

¹³ Virginia Department of Education, The Elementary School Guidance and Counseling Program (Richmond: Virginia Department of Education, 1988), 1-2.

Guidance Services Program Organization

Organizing and administering a sound guidance program for a school involves many essential elements, including staffing, facilities, equipment, supplies, travel, orientation of services, good administrators and teacher support. These elements are necessary if a comprehensive service is to be provided for children as stated in the Virginia Department of Education Program Guidelines for Elementary Counselors.¹⁴ The organizational structure should be designed around organizational purposes. The instrument should be fashioned to facilitate growth and development of the individuals within the system.¹⁵

The over-all purposes and goals of guidance are based upon the needs of the students and the communities they represent.¹⁶ Student and community needs may be determined through a variety of techniques, such as inventories, questionnaires, checklists, autobiographies and conferences

¹⁴ Virginia Department of Education, Program Guidelines for Elementary School Counselors in the Commonwealth of Virginia (Richmond: Division of Pupil Personnel Programs, 1980), 15-16.

¹⁵ William B. Castetter, The Personnel Function in Educational Administration (New York: Macmillan Publishing Company, 1986), 45.

¹⁶ Virginia Department of Education, Program Guidelines for Elementary School Counselors in the Commonwealth of Virginia (Richmond: Division of Pupil Personnel Programs, 1980), 2.

with students, teachers and parents. If a guidance program is to reach its full potential, professionally qualified personnel should be employed to assist students with the demands that are being placed upon them. Guidance personnel must be provided the time and monies needed to organize and implement a comprehensive program for all students.¹⁷

Any school's guidance services must be seen as an integral part of the total school offering. Guidance should be connected with all the other services provided for students. These services would include instruction, health, remedial, developmental and specialist activities. Pupil personnel services constitute an essential part of the total educational program and should have the same support as the administrative and curriculum management components.¹⁸

Rye and Sparks state that a strong, clear statement of philosophy compatible with the school's philosophy forms the foundation of any coherent programmatic effort. The statement of philosophy is the cornerstone on which the total counseling program is organized.¹⁹

¹⁷ William H. Van Hoose, Mildred Peters, and George E. Leonard, The Elementary School Counselor (Detroit: Wayne State University Press, 1970), 73.

¹⁸ Robert W. Ferris, Pupil Personnel Strategies and Systems (Springfield, Ill.: Charles C. Thomas Publisher, 1975), 3.

¹⁹ Donald R. Rye and Rozanne Sparks, "Planning and Management: Keys to a Successful K - 12 Counseling Program," The School Counselor 38 (March 1991): 263-67.

The support and cooperation of school administrators and other professional school personnel is needed for the program's maximum benefit. Early in each school year, or whenever new professional personnel enter, the guidance services should be presented as one of the pupil personnel services. The program should emphasize that the teacher's role and the guidance counselor's role should complement each other.²⁰

Organizing and implementing a new program involves operational costs that may run higher than the expenses of the program once it is established. Some budgeting items for consideration would include clerical assistance, facilities and equipment, printed materials, supplies, travel allocations for professional meetings and home visits. Suitable and functional guidance facilities are necessary if the program is to meet its goals and objectives. Recommendations for office size and office furnishings also can be found in the literature. The recommendations provide for settings for individual as well as small group sessions. Usually a waiting area plus an office area is recommended. This area allows for clerical work space and privacy during consultation and also allows the counselor to make better use of his time. In the

²⁰ Stanley B. Baker, School Counselor's Handbook (Boston: Allyn and Bacon, Inc., 1981), 97.

organizational structure, the pupil is at the center of the service, with all the support personnel within the school and community as resources based on the pupil's needs and interests. This type of organization provides support for the pupil in a multi-faceted perspective.²¹

According to Shertzer and Stone, a careful plan for interpreting guidance to the public is the best way to insure understanding and support for the programs. School staffs need to know about the guidance program because (1) many have children involved, (2) guidance is a new concept for many, (3) financial support comes only after understanding, (4) the results of guidance are less immediately demonstrable than most other school experiences, (5) gaining support is a gradual process and does not result from single or occasional general parent meetings, and (6) schools currently need more school counselors. In cooperation with the school administration, areas of concern should be explored so that the guidance program is better understood and receives the support and backing needed to make it successful and meet the needs of the children involved.²²

²¹ Robert W. Ferris, Pupil Personnel Strategies and Systems (Springfield, Ill.: Charles C. Thomas Publishers, 1975), 22.

²² Bruce Shertzer and Shelley C. Stone, Fundamentals of Guidance (Boston: Houghton Mifflin Company, 1981), 105.

Research indicates that the role of the elementary counselor has become specialized while at the same time more involved in the development of the whole child. Traditional patterns of organizing guidance programs in the schools are giving way to a comprehensive concept. This trend is not yet a reality, because school counselors are expected to fulfill multiple, often conflicting, roles. They are expected to work in curriculum, placement, and follow-up curriculum, conduct work through activities, and do community outreach. In addition they are expected to continue such guidance functions as crisis counseling and teacher and parent consultation, as well as testing, scheduling and other administrative-clerical duties.²³

Guidance Personnel, Support Personnel and Teachers

The auxiliary workers who usually comprise the guidance team in a school include teachers, administrators, counselors, school psychologists, and school nurses. Functional qualifications and well-defined responsibilities on the part of the counselor, administrator and staff are necessary for the development and improvement of the guidance program. A study conducted in Minnesota mentions that many school professionals who had employed counselors

²³ Norman C. Gysbers and Patricia Henderson, Developing and Managing Your School Guidance Program (Alexandria, VA: American Association for Counseling and Development, 1988), 39.

and lost them to budget cuts said that they prefer counselors over other services personnel. The fact that school counselors focus on the promotion of psychological development in all children in a preventive way, and that promoting early positive development in all children is important, could have been the reason that counselors were preferred. School psychologists, nurses, and social workers usually provide remedial assistance and focus on a smaller percentage of students.²⁴

In selecting a counselor, administrators should seek an individual who can provide leadership in guidance and stimulate staff involvement. The elementary school counselor must assume a leadership role as the primary person responsible for developing the program. A counselor's success depends upon both interpersonal skills and education.²⁵

The Council for the Accreditation of Counseling and Related Educational Programs (CACREP) set standards that require a minimum of two full academic years of study, including a minimum of 48 semester hours of graduate study. With approximately 45 CACREP approved school counselor

²⁴ G. Dean Miller, "What Roles and Functions Do Elementary School Counselors Have?" Elementary School Guidance and Counseling 24 (October 1989): 77-85.

²⁵ Robert L. Gibson and Marianne H. Mitchell, Introduction to Counseling and Guidance (New York: Macmillan Publishing Company, 1990), 48.

preparation programs, some states have adopted the standards as criteria for certification. The establishment of standards helps insure uniformity in the preparation of school counselors, although it does not guarantee counselor skills.²⁶

Shertzer and Stone suggest that counselors should be understanding, sensitive and friendly and should value others and have a tolerance for ambiguity in interpersonal relationships. Several lists of counselor personality traits have been suggested; these traits usually include friendliness, a good sense of humor, stability, open-mindedness, objectivity, sincerity, good interpersonal skills, acceptance of others and self-actualizing.²⁷ While one individual might possess several of these traits, no one person would possess all of them.

Although counselors provide the majority of guidance services to students, they must have active assistance and cooperation from other staff members, including administrators, teachers and other pupil personnel specialists. Working relationships with these personnel must be defined in order for the guidance program to operate

²⁶ Joseph C. Rotter, "Elementary School Counselor Preparation: Past, Present, and Future," Elementary School Guidance and Counseling 24 (February 1990): 180-82.

²⁷ Bruce Shertzer and Shelley C. Stone, Fundamentals of Guidance (Boston: Houghton Mifflin Company, 1981), 105.

effectively. The principal usually is responsible for developing a sound guidance philosophy for the school and is the pacemaker, working with the guidance specialist to plan an effective program. The principal should be educated thoroughly enough in the principles of guidance to outline the purposes of the guidance program for the staff, parents and board of education.²⁸

Guidance programs should be coordinated through the school administrators by the school counselor. In working with administrators, the counselor's job initially may be to create an atmosphere in which guidance can grow. The counselor must be able to show that the guidance program can work, and may need to prove its worth through research that shows children are learning better, are progressing more appropriately and are moving toward responsible adolescence as a result of the guidance program.

Several suggestions are offered by Muro that may prove beneficial to guidance programs in the elementary schools.

1. Counselor educators should recruit potential administrators into classes in guidance.
2. The school counselor must communicate the role and the results of efforts to the administrators. All too often counselors begin work thinking that principals, teachers and others know what they are doing. Counselors should prepare monthly calendars

²⁸ Norman C. Gysbers and Patricia Henderson, Developing and Managing Your School Guidance Program (Alexandria, Virginia: American Association for Counseling and Development, 1988), 229.

that provide rough outlines of their plans. The counselor should, if possible, research the effectiveness of services using teacher indications of how children are functioning as a result of a guidance activity.

3. The counselor should make an effort to learn the principal's perception of the administrative role. Specific plans should be made to involve the principal in the guidance team by enlisting help on guidance or testing committees, inservice programs and parent education.
4. The counselor should try to involve the principal in local and state-wide meetings and workshops.
5. Guidance literature that would be of interest should be channeled into the principal's office. The counselor could provide selected articles and pamphlets for the principal as well as for the staff.
6. Counselors must recognize that the principal can help children. The counselor may not be able to help every child. A principal, because of the position, may be the one certain "person" children turn to for help. The counselor should be willing to work as a member of a team and accept the fact that others may be of benefit to children too.²⁹

The relationship of the counselor to the school psychologist is more complex than that of counselor and principal. In many ways, the programs of counselors and psychologists overlap, and there can be some confusion relating to the functions of each person. If the duties of each person are documented, there will be a better understanding of the services each is to perform. This documentation will enable the student to receive the

²⁹ James J. Muro, The Counselor's Work in the Elementary School (Scranton, Pennsylvania: International Textbook Company, 1970), 127-28.

services from whoever can provide him assistance more adequately.

According to Muro, the school psychologist should:

1. Concentrate on the more severe problem children.
2. Devote less time to elaborate diagnosis and more to assisting counselors and teachers with problem children.
3. Concentrate on the consulting aspects of their work and on the problems associated with the severely disturbed.³⁰

The roles of the school counselor and the social worker do not overlap, and the guidance program can benefit greatly from the services of the social worker. The social worker assists school personnel in understanding the environmental factors outside the school which affect a child's behavior.

The worker provides direct casework services to assist individual children and their families with school programs, and acts as a liaison between school and community agencies. The social worker cooperates with community agencies by providing pertinent information about a child's school adjustment and achievement. The social worker interprets the services he renders to school personnel, parents and community groups. A social worker is an aid to a good guidance program because he can communicate with parts of the community that neither the counselor nor the school psychologist has been able to reach.

³⁰ Ibid., 130-32.

The teacher's role in guidance is both indirect and direct. Foster, Fitzgerald and Beal state that guidance begins in the classroom. They feel the classroom teacher's role in guidance is so pervasive and involves so many activities that it is difficult to discriminate it from the entire guidance process. Most educators realize that the classroom teacher occupies a central position in every guidance program. Through the things the teacher says or does not say, does or does not do, emphasizes or fails to emphasize, the student receives a picture of the world that can be very influential in shaping his or her future. Many guidance activities are a natural part of teaching, arising as values are supported or rejected by the teacher through incidental references to educational opportunities and careers.³¹

Interestingly enough, according to Myrick, effective teachers have the same characteristics as effective guidance and counseling specialists. Among these are the willingness and ability to:

- see the student's point of view,
- personalize the education experience,
- facilitate a class discussion where students listen and share ideas,
- develop a helping relationship with students and parents,
- organize personal learning experiences,

³¹ Charles R. Foster, Paul W. Fitzgerald, and Rubye M. Beal, Modern Guidance Practices in Teaching (Springfield, Illinois: Charles C. Thomas Publisher, 1980), 14.

be flexible,
 be open to trying new ideas,
 model interpersonal and communication skills, and
 foster a positive learning environment.³²

It appears that good guidance and good teaching are related in terms of a helping relationship. Each is a multi-faceted process in which the professional works closely with students in a variety of ways to meet their individual needs.³³

The school nurse also can contribute to the guidance program by helping with referrals and determining whether, and to what extent, physical ailments or defects are an obstacle to a student's development or adjustment. The school nurse also administers and interprets various screening tests, such as vision and hearing evaluations, provides first-aid when necessary, aids students in taking the proper amount of medicine, and provides health information and education to students.³⁴

When administrators, counselors, teachers, school psychologists, social workers and nurses all work cooperatively together, students can receive the best of

³² Robert D. Myrick, Developmental Guidance and Counseling: A Practical Approach (Minneapolis: Educational Media Corporation, 1987), 54.

³³ Ibid., 54.

³⁴ Robert W. Ferris, Pupil Personnel Strategies and Systems (Springfield, Illinois: Charles C. Thomas Publisher, 1974), 58-60.

services from all of the school team. Through such a supportive effort the school is able to provide its students with a well-balanced and functional support system.

Referral Services

During the 1940s and 1950s, guidance referral services generally were limited to a listing of resources in the community that parents could turn to for additional help. Usually the agency name, address and telephone number were given. Referral issues generally concerned financial assistance for post-secondary education or diagnosis and treatment for exceptional children. Today, however, counselors refer pupils and their families to other services within the school and also to agencies within the community. The counselor is one who works as a coordinator of community services and whose functions fall into three areas: (1) knowledge of available resources, (2) ability to harness the support of lay people in these agencies, and (3) meshing the efforts of each agency to meet the needs of the pupils. To make the role an active one, the counselor should take the initiative to enlist cooperation from community agencies and organizations and to facilitate a working relationship with resources within the school. Cooperation should be sought from governmental agencies, service organizations and social

clubs. These groups should be made a part of the total school guidance effort.³⁵

Deciding when to refer a child to an outside agency is not easy. Caution should be used in making referrals that could be dealt with at the school level. Counselors should also be aware of their own limitations. The counselor's failure to recognize the need for referral can be detrimental to children. Such failure can cause a child to lose the will to obtain professional assistance from other professional personnel in the school and from agencies outside the school setting.

A parental conference should be held prior to a referral so the counselor may obtain as much information about the student as possible. The parent should also understand the reason for the referral. Samples of the student's recent work, anecdotal records and any modifications made for the student should be so noted. This background information will give the parent a clearer understanding of the concerns being discussed.³⁶

A primary goal of the elementary school is the effective use of community resources by pupil personnel

³⁵ Stanley B. Baker, School Counselor's Handbook (Boston: Allyn and Bacon, Inc., 1981), 123.

³⁶ Carole F. Abbott and Susan Gold, "Conferring with Parents When You're Concerned That Their Child Needs Special Services," Young Children (May 1991): 10-14.

teams. Shertzer and Stone suggest that the primary questions to ask in deciding whether to make an outside referral are:

1. What information do I have about the needs of the individual?
2. How valid is the information?
3. Are there other staff members who may be able to provide additional information?
4. Based on all the available information about an individual and his situation, what remedial or preventative treatment is indicated?
5. What sources of treatment are available?
6. How soon should treatment begin?

The counselor involved in the referral process should take the following steps:

1. Determine the appropriate timing for the referral.
2. Identify the person to become involved in the referral process.
3. Consult often with administrators and parents and obtain their approval when necessary.
4. Maintain objective case records and chronologies of events.
5. Determine who should monitor the referral case from inception to conclusion.
6. Establish a follow-up plan.³⁷

Gysbers and Henderson suggest the development of a responsive service guide that provides a description of the resources available to the counselor for use in responding

³⁷ Bruce Shertzer and Shelley C. Stone, Fundamentals of Guidance (Boston: Houghton Mifflin Company, 1981), 429.

to the problems of students, parents and teachers. Orientation regarding the use of these services can be helpful to counselors and other staff members. Research by Myrick and Dixon addressing student attitudes and behaviors, and Golden's work in the area of family intervention, are just a few examples of the reference materials that can be provided in referral cases. By including a list of community agencies that have worked cooperatively with the school in the past, the counselor can provide information for parents and professionals when outside referrals are necessary.³⁸

In today's schools, referrals are made by many staff members. These referrals often are coordinated by the guidance counselor and include self-direction skills, child abuse, emotional disturbances, health care, hyperactivity, speech and hearing. When consideration for a referral is made, the referral is usually discussed by the school staff who are involved before a parental conference is requested. The school staff then has time to fully assess the situation before implementing a formal referral proceeding.³⁹

³⁸ Norman C. Gysbers and Patricia Henderson, Developing and Managing Your School Guidance Program (Alexandria, Virginia: American Association for Counseling and Development, 1988), 195.

³⁹ Joanne Hendrick, The Whole Child (St. Lewis: Times Mirror/Mosy College Publishing, 1984), 468-69.

Orientation

Orientation is the guidance service designed to assist students in achieving a sense of security and satisfaction as they make the transition from one educational setting to another, whether it be home to school, grade to grade or elementary school to middle school. Orientation is a continuing process that begins with efforts to prepare the student for the next move while still in familiar surroundings and continues after entering the new environment. Orientation is designed to help students prepare for and adjust to new situations as they progress through school. The immediate purpose of orientation is to help the new student feel emotionally secure in the new school environment. Feeling wanted and giving the information needed is as important as curricular and non-curricular offerings.⁴⁰

Children can make the transition best from home when the introduction is gradual and when they have an opportunity to integrate familiar aspects of their homes into their lives in the classroom. Home visits by the counselor and teacher are a way to accomplish this.

⁴⁰ Stephanie Feeney, Doris Christensen, and Eva Moravich, Who Am I in the Lives of Children? (Columbus: Merrill Publishing Company, 1987), 130-31.

Classroom visits and an open house are another way to familiarize the student with the new environment.⁴¹

The counselor might prepare a brochure for students to take home to parents in order that they may understand the program and further explain the purpose of the program to their child. A return form could be included in this brochure for parents to set up appointments when desired. In using this method, the parents could explain the counselor's role, if a child had questions and if further clarification was needed, they could contact the counselor.⁴²

Students who understand the counselor's role are more likely to refer themselves for counseling than are those children who do not understand what the counselor does. There are a number of ways that the counselor can initiate self-referrals. One of the simplest and most effective ways is through the use of hand puppets to explain who the counselor is, what counseling can offer, and how the student can make arrangements to see the counselor. Then students can be given a mimeographed coloring book that contains a further explanation of the nature of counseling. If a counselor is using a commercial affective program such as

⁴¹ Ibid., 130-31.

⁴² Martin L. Stamm and Blossom S. Nissman, New Dimensions in Elementary Guidance (New York: Richards Rosen Press, Inc., 1971), 138.

DUSO, the puppets from the kit can be used to tell about counseling and why these puppets like to talk to the counselor.⁴³

When working with older elementary students, the counselor may want to use a more direct approach, such as the Glasserian open-ended classroom meetings. With this approach, the counselor asks open-ended questions such as: "Who sees the counselor?" "What do counselors and students talk about?" "What do you think counseling is?" In this approach, the counselor helps students define and personalize their answers. The counselor uses dialogue and group interaction to have the student express beliefs and values about counseling. If a member of the class has had some counseling experience, the counselor may use the student as a valuable resource in instructing the rest of the group. According to Muro and Dinkmeyer, nothing convinces a class more than hearing a peer relate that help has been given by a counselor.⁴⁴

Another very important concern for a counselor is the initial image that is projected in the school. Counselors should not simply wait for referrals. If the counselor does this, a long list of children considered to be behavioral

⁴³ James J. Muro and Don. C. Dinkmeyer, Counseling in the Elementary and Middle Schools (Dubuque, Iowa: Wm. C. Brown Company Publishers, 1977), 117.

⁴⁴ Ibid., 118.

problems could be referred. When this occurs, the counselor runs the risk of being perceived as the person who "sees kids with problems," and this label is difficult to shed. A more appropriate approach is to make a direct effort to discover which children are well-liked and considered well-adjusted in each class. The counselor can arrange then to work with the teacher to bring these students into the counseling office for brief interviews. When other students discover that the well-liked students are seeing the counselor, they are much less reluctant about seeking counseling. In addition, this procedure helps to ensure that counseling is, indeed, for all students.⁴⁵

Although orientation is the responsibility of the entire school system, school counselors can make a significant contribution to the success of this service. To be competent in the performance of orientation services, school counselors should be able to:

1. Provide effective counseling services for students, parents, teachers and others who are anxious about the transition process.
2. Establish an effective, coordinated system of communication with other professionals in the school system, such as counselors, teachers and administrators.
3. Influence decision making on any curriculum inadequacies which cause problems for students.

⁴⁵ Ibid., 118-19.

4. Carry out appropriately the various activities involved in an orientation process or event.⁴⁶

Baker states that orientation is a low-priority matter in most schools. This unfortunate situation will not change unless alternatives to the usual orientation process are implemented. School counselors are the most likely source of recommendations for changes. Their training and role in the system places them in an ideal position to identify the need for a good orientation program and to suggest a plan for one. Since counselors are the most likely staff members to be student advocates, they should be the ones proposing, implementing and helping to conduct the best possible orientation program.

Those who are in charge of orientation programs must try to look at things through the students' eyes in order to assess how they feel. They need to help students find answers to what they feel they need to know. Giving new students information and telling them what is expected of them in their new setting is not enough. The difficult part is communicating the fact that people in the new setting care about each of them as persons, want to get to know them and want to help them get off to a good start.⁴⁷

⁴⁶ Stanley B. Baker, School Counselor's Handbook (Boston: Allyn and Bacon, Inc., 1981), 128.

⁴⁷ Merle M. Ohlsen, Guidance Services in the Modern School (New York: Harcourt, Brace, Jovanovich, Inc., 1974), 297.

In today's schools, orientation begins when the parent first takes a child to kindergarten and continues until that child is established in a job. More specifically, orientation programs are used to help bridge the gap from a student's present education setting to subsequent experiences, whether in or outside of the school setting. Orientation is provided for each student as he moves into his new classes, for students returning to school after long absences, and for those whose lives have been upset by tragic family circumstances.

Counseling

Counseling is an interactional process that requires specific skills and knowledge on the part of its practitioners. The elementary counselor must be able to work with students individually as well as in large or small groups. The state mandate of Virginia requires that counselors spend 60 percent of their time in individual and small-group counseling sessions.⁴⁸ Blackham identified the stages in the counseling process as follows: (1) problem identification and relationship establishment stage, (2) exploration and analysis stage, (3) implementation stage, and (4) termination stage. Since the early days of counseling in both school and non-school settings,

⁴⁸ David G. Burgess, "Elementary Guidance and Counseling," Virginia Counselors Journal (Spring 1989): 35.

individual counseling has been identified as the heart of any program. Group guidance and group counseling also have proven helpful and can be conducted by either the counselor or the teacher, or by both working together. There are a variety of ways of presenting group guidance activities. These include role playing, socio-drama and the use of audio-visual materials.⁴⁹

Talbert (1972) defined individual counseling as a personal, face-to-face relationship between two people, in which the counselor, by means of the relationship and his special competencies, provides a learning situation in which the counselee is helped to know himself. The counselor explores the student's present situation and considers future possibilities in order that characteristics and potentialities can be used in a way that is both satisfying personally and beneficial to society. The counseling process should help the student learn how to solve future problems and meet future needs.⁵⁰ Individual counseling in the elementary school may involve the counselor and child, counselor and teacher, or counselor and parent. One-to-one counseling requires certain counseling skills usually

⁴⁹ Robert L. Gibson and Marianne H. Mitchell, Introduction to Counseling and Guidance (New York: Macmillan Publishing Co., 1986), 132.

⁵⁰ William H. Van Hoose, Mildred Peters, and George E. Leonard, The Elementary School Counselor (Detroit: Wayne State University Press, 1970), 52-3.

acquired as part of the counselor's professional preparation, experience and capability. Some of these skills should include the following:

1. Appraising. A child needs to have an understanding of himself that is consistent with his capacity to comprehend at his maturity level.
2. Information-giving. Information-giving is concerned with answering questions and assisting the child in developing a positive attitude for future decisions.
3. Encouraging. By giving encouragement, the counselor helps the child gain some confidence in himself and reflect on his own worth. The counselor recognizes and capitalizes on the child's strengths, assets and interests.
4. Interpreting. Interpreting is searching for the significance of what is found in self-exploration on the part of the student.
5. Clarifying. Clarifying brings into focus the target behavior and its implications.
6. Approving. While the child is developing and is in need of assistance, the counselor has a responsibility to indicate approval of one or more possibilities for positive action.
7. Reinforcing. The techniques of reinforcing are the processes used that pinpoint the "good" that is derived from the counseling services.⁵¹

Group counseling is an appropriate method of working with elementary children, for it is during these years that children are making a major push away from being dependent upon parents. They are growing more independent and becoming more interested in their peers, particularly those

⁵¹ Ibid., 54-5.

of the opposite sex. Because of the need for peer identification and the increasing need to gain emotional independence from adults, group counseling is often more helpful than individual counseling. Group counseling affords children the opportunity to talk with their peers, something which is often less threatening than talking with an adult. Counseling groups should have an age range of no more than two years, and the group should be limited to six or seven children. Group counseling usually starts at grade two or three. Kindergarten and first grade children usually are not ready for group counseling because of their dependence upon adults. Because a major developmental task at ages seven and eight is acquiring a masculine or feminine identification, structuring groups of both sexes often seems most beneficial. Mixed groups provide a better opportunity for the exploration of masculine and feminine standards of behavior and make for freer verbal interactions as well.⁵²

Counseling groups generally are composed of students who have similar problems or concerns. Members should be invited to join a group with the understanding that they do not have to remain involved. Half-hour sessions are usually, sufficient and they do not necessitate removing the student from his class for an extended period of time. If

⁵² Robert D. Myrick, Developmental Guidance and Counseling: A Practical Approach (Minneapolis: Educational Media Corporation, 1987), 233-38.

possible, students with similar concerns should be selected from several rooms for group counseling so they will have an opportunity for a new group identification. Group counseling makes it possible for boys and girls to: (1) discover that others have problems similar to their own, (2) reduce their anxiety about their feelings toward adult authority and peer differences by finding out that others have the same feelings, (3) share common coping behaviors, choices and consequences, and (4) try to understand the behavior of others through role-play and related activities.⁵³ In an attempt to assist in meeting student needs, four general approaches to guidance and counseling are presented by Myrick.⁵⁴ These approaches are (1) crisis, (2) remedial, (3) preventive, and (4) developmental. At times these areas may overlap one another. If so, the approaches can be incorporated into a developmental approach. Each approach has a specific aim or goal which influences program direction.

Crisis counseling involves reacting to critical situations. When people reach a point where their welfare or the welfare of others is threatened, or when decisive action must be taken, crisis intervention may be provided by the counselor. Because of the need for crisis counseling,

⁵³ Ibid., 11.

⁵⁴ Ibid., 240-44.

counselors are likely to become involved when students lose self-control and need quick attention. In a crisis, counselors sometimes act as mediators and at other times as negotiators. Often counselors listen and talk calmly with children in a crisis situation and assist them in finding a reasonable and responsible next step. Crisis intervention is an integral part of any school guidance program, but it fails to address all issues. The number of students who have conflicts in school is increasing. However, the sources of these conflicts usually remain the same. They are found in personal relationships, both at home and at school. While counselors complain that they do not have time to see all students, they always have time to assist in a crisis situation.⁵⁵

The remedial approach to counseling focuses on identifiable deficiencies. Peterson and Nisenhatz state that remediation involves responding to an individual or group that has a need or problem usually involving psychological discomfort. A remedy is suggested or applied in hopes that the child will be able to make normal progress and avoid a crisis situation. Historically, counselors have been given a "fix-it-up" or "patch-it-up" role in the school system. If a student had a poor attitude about school, the counselor was to set him straight and put him back on the

⁵⁵ Ibid., 112-13.

right course. Some children, for a variety of reasons, do not learn basic skills as they move from grade to grade, while others miss important developmental tasks and related experiences. These students can benefit from a learning or re-learning approach, which assists them in making up the needed academic or social deficiencies. Through assessment and proper intervention, the underachiever can catch up with classmates before a lack of preparation creates problems.⁵⁶

The preventive approach is popular in the field of guidance and counseling. The approach involves anticipating problems and then preventing them from happening. Listed below are some of the problems facing young people today for which our society seems to expect the schools to find solutions:

sexual promiscuity,
unwanted pregnancies,
drug abuse,
excessive absenteeism,
poor study habits,
juvenile delinquency,
smoking,
over-eating,
laziness,
indifferent voting,
reckless driving, and
unemployment.⁵⁷

⁵⁶ J. Vincent Peterson and Bernard Nisenholz, Orientation to Counseling (Newton, Massachusetts: Allyn and Bacon, Inc., 1987), 138-39.

⁵⁷ Ibid., 136-37.

The list often seems endless and the problem or problems must be identified before preventive measures can be taken to assist the child in finding ways of addressing his/her personal needs. The preventive approach concentrates on what we do not want to happen, instead of what we do want to happen. The nature of its focus is a negative way of looking at situations, and it forces us to think about obedience more than achievement.

Skilled teachers and counselors prefer to motivate students through a developmental counseling approach instead of through a crisis management approach. The developmental approach emphasizes the importance of all persons working cooperatively to build the learning climate. Interpersonal relationships are a cornerstone of the concept, and everyone plays a part in the student's personal, social and academic growth. There are certain goals that are basic to counseling. The counselor attempts to motivate the child by finding ways of helping him cope effectively with his environment. The major goals of counseling in the elementary school include assisting pupils in the following areas:

1. Self-Understanding. The development of self-understanding among the children and youth should not be left to chance.
2. Developing Healthy Self-Concepts. The self concept is learned and develops in accordance with the way a person perceives his experiences, his failures and his successes.

3. Developing Academically. Counseling assists the child to explore his abilities and interests and to make full use of his potential.
4. Dealing with Complex Inter-Personal Relationships. The child learns the how and why of his attitudes and reactions to the people in his life.
5. Personal and Emotional Problems. Personal and emotional problems of the elementary school child can include shyness, lack of confidence, worrying, and difficulties in peer relationships.⁵⁸

Gibson and Mitchell state that the counselor has to stimulate open, honest and full communication about the concerns he wishes to address with the child. The counselor also should move the child towards progressively higher levels of understanding, and last, the counselor should provide the child with the insight that something useful can be gained from the counseling sessions.⁵⁹

Research findings reflect that the major areas of concern in the 1970s are still areas of concern today. Elementary counselors are actually involved in assisting students in the areas of self-understanding, developing self concepts, developing academically, dealing with interpersonal relationships and personal and emotional problems.

⁵⁸ William H. Van Hoose, Mildred Peters, and George E. Leonard, The Elementary School Counselor (Detroit: Wayne State University Press, 1970), 48.

⁵⁹ Robert L. Gibson and Marianne H. Mitchell, Introduction to Counseling and Guidance (New York: Macmillan Publishing Co., 1986), 48.

Student Development

As stated in the Program Guidelines for Elementary School Counselors in the Commonwealth of Virginia, the elementary school-age child is poised in a special place between the rapid growth of the preschool period and the adolescent's emergence toward adulthood. During the 1960s, increased attention was given to child study, and the developmental needs of children were being recognized. The work of Bloom, Gesell and Havighurst emphasized how heredity and environment together shape a child's personality. Their works suggest that achievement of developmental tasks at one stage of life influences success with tasks in later stages.⁶⁰ Individuals who fail to achieve developmental tasks at particular periods of life are almost certain to have difficulty with later tasks, to experience disapproval and rejection from society, and to be frustrated and unhappy. Myrick states that the developmental approach is an attempt to identify certain skills and experiences that students need to have as a part of their going to school and being successful. Learning behaviors and tasks are identified and clarified for students. A guidance curriculum which complements the academic curriculum should

⁶⁰ Virginia Department of Education, Program Guidelines for Elementary School Counselors in the Commonwealth of Virginia (Richmond: Division of Pupil Personnel Programs, 1980), 3.

be planned. Life skills are identified and are emphasized as part of preparing students for adulthood. In the developmental approach, students have an opportunity to learn more about themselves and others. They learn interpersonal skills before they have an interpersonal crisis.⁶¹

Peterson and Nisenhalz state that in the study of human development, all the multi-dimensional, interactional elements must be included. Difficulties in any aspect of a person's life can lead to a need for intervention on the part of the counselor or other helping professionals. Counselors working in the fields of prevention and remediation, as well as in development, need to know and understand the developmental and growth process of the whole person.⁶²

Reporting to Parents

As the first teachers of their children, parents have a primary responsibility for their children's learning. Children's ideas and attitudes about the importance of education and learning begin with the expectations and

⁶¹ Robert D. Myrick, Developmental Guidance and Counseling: A Practical Approach (Minneapolis, MN: Educational Media Corporation, 1987), 33.

⁶² J. Vincent Peterson and Bernard Nisenholz, Orientation to Counseling (Newton, Massachusetts: Allyn and Bacon, Inc., 1987), 138-39.

beliefs of their parents. Therefore, parents have a crucial role in both the function and the reform of schooling. Teachers and administrators have the obligation to help parents carry out their natural roles as models for, and as helpers of, their own children. Working together, schools and families can improve student achievement, attendance, and behavior. In far too many schools, contact with parents is made only if a child has experienced some difficulty. One should not find it too surprising to discover that parent conferences seem to increase rapidly in those districts where nothing but report cards are sent home. A negative report on a child will almost always cause a defensive reaction in parents.⁶³

Many elementary schools are making extensive use of parent-teacher and parent-counselor interviews to supplement the written report card. Specific times are set up for this purpose, and appointments are made at the convenience of the parents. To be fully effective, these parent conferences must be based on ample data regarding the child's individual achievement, progress and promise. Cooperative attitudes and willingness on the part of the teacher, counselor and parent are most important for a conference to be useful to all parties involved. Too often, however, the conference is

⁶³ James J. Muro and Dan C. Dinkmeyer, Counseling in the Elementary and Middle Schools (Dubuque, Iowa: Wm. C. Brown Company Publishers, 1977), 329-30.

held only if there is a problem. If the child is getting along well at school, no need for a conference is seen. Providing for conferences for positive behavior is often very difficult, but in schools where these methods are used, a very definite difference has been seen in the relationship between staff and parents. In these situations, personal contact is improved, as is the amount of cooperation in the solution of problems of pupils and in the improvement of school facilities.

Recent years have seen a widespread movement toward evaluation of children's personal and social development, in addition to subject-matter achievement. Social and emotional development are seen as being just as important as reading, writing and arithmetic. A marked increase in the use of qualitative and descriptive school reports has also been seen. Letters sent home and parent conferences are typical methods used. Some schools use a parent-conference report form that can be sent home to parents or which can be used as a follow-up to a parent conference. The topics covered by such a form include the child's behaviors and attitudes, classes in which he is doing well, those with which he could use additional assistance, results from any standardized or local tests recently given, and suggestions for ways in which the parents could help the child. This type of vehicle also helps foster communication between the counselor and parent.

Counselors can make their most effective interventions with parents through educational procedures that help parents to understand how to communicate more effectively and how to use encouragement and logical consequences to build the child's self-concept, independence and feelings of worth.⁶⁴

The counselor can consult effectively with parents by promoting the parent's understanding of the child's characteristics and their relationships to his behavior. Consultation can help parents to cope with or modify pupil behaviors, to improve interpersonal relationship skills, and to adjust attitudes. The counselor also can serve as a consultant to interpret school programs. Most parents expect and want to be informed of their child's needs and accomplishments. Public relations will be enhanced by an active program of consultation with parents.⁶⁵

Muro and Dinkmeyer state that the goals of parent consultation are:

1. Helping parents understand the part they play in influencing their child's behavior.
2. Helping parents learn procedures for improving parent-child relationships.

⁶⁴ Ibid., 331.

⁶⁵ Robert L. Gibson and Marianne H. Mitchell, Introduction to Counseling and Guidance (New York: Macmillan Publishing Co. 1990), 367-68.

3. Enabling parents to get feedback on their ideas and methods of training children.
4. Helping parents recognize that their problems in child training are not unique, but are shared in common with other parents; providing them the benefits of group thinking and mutual encouragement.⁶⁶

Berger states that reporting on student progress should be from teacher to parent and parent to student. This type of reporting requires that teachers know what children do at home and which special interests and abilities they have. She further notes that children whose parents help them at home do better in school, are better behaved, and are more diligent in their efforts to learn. By receiving input from parents, one can better respond to parental concerns. There is a wide range of methods currently being used for reporting to parents regarding student progress. Teachers are encouraged to make phone calls, arrange conferences and send notes in addition to the traditional report card. Teachers are encouraged to let the parents know when the student has shown improvement or has completed exemplary work.⁶⁷

⁶⁶ James J. Muro and Don C. Dinkmeyer, Counseling in the Elementary and Middle Schools (Dubuque, Iowa: Wm. C. Brown Company Publishers, 1977), 332.

⁶⁷ Eugenia Hepworth Berger, Parents as Partners in Education (Columbus, Ohio: Merrill Publishing Company, 1987), 2-3.

Research and Evaluation

Research is a means of producing additional knowledge, gaining factual data to reinforce or guide the counselors' professional judgments and for seeking answers to questions and issues of professional concern. Research data and the research process are important to program managers and other counselors who find it helpful to have factual data to reinforce or guide their professional judgement. Although evaluation and accountability are not synonymous terms, they are interrelated, and counselors and counseling programs are expected to engage in both. Evaluation is a means or process for assessing the effectiveness of the counselor's activities.⁶⁸

According to Baker, the term "evaluation" is not new in the guidance field. However, most counselors find themselves busy with immediate needs and do not enter into evaluation activities. Often, too, counselors are overwhelmed by the challenge in organization, administration and techniques that evaluation poses. Baker refers to writings by Crabbs and Crabbs (1977) which cite evidence of the public's support for accountability in education. Recent competition for available tax dollars has been a strong, motivating force for improved evaluation of all

⁶⁸ Robert L. Gibson and Marianne H. Mitchell, Introduction to Counseling and Guidance (New York: Macmillan Publishing Company, 1990), 35.

educational services. The evolution of the accountability concept has placed demands on guidance personnel to show evidence that their jobs are of benefit to the students served.⁶⁹

Pararuski and Rasp state that one method of evaluation is a school self-evaluation for educational improvement. Self-evaluations are used in many schools to meet accrediting standards.⁷⁰ Research can assist in providing the validation needed regarding the appropriateness of current practices.

Research is necessary for the advancement of the counseling profession. Research provides a major source of empirically-based hypotheses relevant to the goal of implementing effective counseling.

Gibson and Mitchell state that, for general practitioners in counseling and other helping professions, the most positive general outcome of research is the improvement of one's professional skills and understanding. Research enables counselors to become better at their "art" and verifies what works, what does not work, and why. Research also can eliminate much of the guesswork and

⁶⁹ Stanley B. Baker, School Counselor's Handbook (Boston: Allyn and Bacon, Inc., 1981), 223.

⁷⁰ Andrew G. Pazaruski and Alfred Rasp, Jr., "Self-Evaluation: A Stimulus for School Improvement," Journal of School Research and Information 8 (Summer 1990): 27.

uncertainty from everyday practices. Engaging in practical research can increase insights and deepen understanding of one's self, one's profession and the relation between the two.⁷¹

Research conducted at the local level tends to focus on "local" problems or concerns and can provide results that are immediately applicable. Local research can be an interesting endeavor and can provide new experiences and new knowledge to an old problem, thus adding new life to the guidance and counseling that is offered to students.

In the past, guidance has enjoyed public favor and has been accepted on faith alone. According to Gibson and Mitchell, counselors should use research results that show that guidance services do produce desirable benefits which helps to promote the counselor's accountability. The evaluation of guidance programs enables school personnel to judge their value, and the results can be used to determine the nature of activities for the future. The data that can be secured from research is needed by school personnel to interpret guidance programs to the community. Students and parents need to be informed as to the services that are, and will be, available to them. A research-based public

⁷¹ Robert L. Gibson and Marianne H. Mitchell, Introduction to Counseling and Guidance (New York: Macmillan Publishing Company, 1990), 439.

relations program can help in fostering a positive framework for the total guidance program.⁷²

It appears that little research and evaluation is currently occurring at the school level. Counselors continue to carry a heavy counselee load, and little or no time is given for insight into the strengths and weaknesses of the services provided.

Summary

Even though school guidance began during the height of the Progressive Education Movement during the early 1900s, most of the emphasis was placed at the secondary level. It was not until the 1950s and early 1960s that guidance was considered for elementary school.⁷³

In Virginia, the first elementary guidance programs were developed in 1965, with pilot studies conducted by the Virginia Department of Education. The findings of the pilot studies indicated the need for guidance programs and their

⁷² Robert L. Gibson and Marianne H. Mitchell, Introduction to Counseling and Guidance (New York: Macmillan Publishing Company, 1986), 32.

⁷³ Virginia Department of Education, Program Guidelines for Elementary School Counselors in the Commonwealth of Virginia (Richmond: Division of Pupil Personnel Program, 1980), 1.

benefits to children in helping them function more effectively in school.⁷⁴

In 1986 a state mandate was passed requiring all elementary schools in Virginia to have the services of an elementary guidance counselor. The mandate became effective in the 1988-89 school term.⁷⁵

From the review of the literature that has been presented in this chapter, an elementary counselor should possess a variety and range of skills in order to perform effectively in an elementary guidance position. Since the time that guidance programs first appeared in schools in the early 1900s, the emphasis has shifted from vocational guidance to programs with a child-centered approach.⁷⁶

During the past ten years, there has been a concerted effort to place guidance services in all elementary schools. However, not until the beginning of the 1988-89 school term were such programs mandated by the Virginia Department of Education. The thrust of this mandate placed primary emphasis on the developmental and sequential program offerings to all children and covered the following areas:

⁷⁴ David G. Burgess, Virginia Counselor's Journal, (Richmond: Spring 1989), 36.

⁷⁵ Virginia Department of Education, The Elementary School Guidance and Counseling Program (Richmond: Virginia Department of Education, 1988), 1-2.

⁷⁶ Bruce Shertzer and Shelley C. Stone, Fundamentals of Guidance (Boston: Houghton Mifflin Company, 1981), 105.

(1) counseling--individual and small groups, (2) classroom guidance, (3) consultative services, and (4) coordination services.⁷⁷

Within the global concept of guidance, there are ten areas that need to be addressed for the program to be of maximum benefit to students. These areas include program organization, guidance counselors, support personnel and teachers, consultation and referral services, student admission and orientation, counseling, student development, reporting to parents, and research and evaluation. Each of these areas constitutes a vital link in the overall scope and function of the total guidance program. Each has its own unique contribution which assists in providing comprehensive guidance services to students, and each was discussed in this chapter.

⁷⁷ Thomas P. Ryan, Executive Summary of the Evaluation of Elementary School Guidance Programs in Three School Divisions (Richmond: Virginia Department of Education, 1984), 1-3.

CHAPTER III

METHODOLOGY AND PROCEDURES

Overview

The goal of this investigation was to prioritize elementary guidance services according to need, as rated by elementary counselors and teachers. First, a descriptive evaluation model was used to assess the degree to which urban and rural programs were congruent with the ideal model as indicated by the National Study of School Evaluation. Second, counselor and teacher perceptions of the adequacy of the urban and rural services were assessed. The purpose of this chapter is to present the research methodology of the study. A restatement of the research problem, a description of the sample, the hypotheses, a description of the data collection instrument and the methodology for data collection are included.

Research Problem

The purpose of this study was to ascertain whether there is a difference in guidance programs in elementary schools in urban and rural school settings with regard to the provision and adequacy of those services. Guidance services were prioritized according to need, as rated by

elementary counselors and teachers, as well as by the counselors' perceptions of the comprehensiveness of the services. The research problem addressed the provision for, and the quality of, elementary guidance services. When the comprehensiveness for, and quality of, services was determined, recommendations were made in an attempt to assure that more adequate and equitable services might be provided for all students.

In order to accomplish this task, forty-eight elementary schools in two urban divisions in Tidewater, Virginia and forty-eight elementary schools in adjacent or neighboring rural divisions in the Tidewater, Virginia area were selected for investigation. The urban schools selected were part of a metropolitan cluster which is representative of urban areas. The rural schools selected were those in either adjoining or neighboring areas representing typical rural settings.

For the purposes of this study, an urban school was defined as one located in an area with 1,500 or more persons per square mile. A rural school was defined as one located in an area with 150 or fewer persons per square mile.

Design of the Study

This study was designed to research the elementary guidance services in selected urban and rural schools. The services under each of five hypotheses were prioritized according to need, as rated by counselors and teachers in

urban and rural areas. A comparison of the comprehensiveness and quality of services was made and recommendations were given in an attempt to provide more adequate and equitable services to students.

1. When compared to an ideal guidance program, there is no significant difference in comprehensive guidance services in urban and rural elementary schools as indicated by the guidance counselors.
2. There is no significant difference in the quality of elementary guidance services as viewed by counselors in urban and rural schools
3. There is no significant difference in the quality of elementary guidance services as viewed by teachers in urban and rural schools.
4. There is no significant difference in the quality of elementary guidance services as viewed by counselors and teachers in urban schools.
5. There is not significant difference in the quality of elementary guidance services as viewed by counselors and teachers in rural schools.

To test the hypotheses, a cover letter and a copy of the data collection instrument were sent to the chairperson of the guidance department in each of the forty-eight urban and forty-eight rural schools selected (Appendix A). The evaluation portion of the instrument and a cover letter were sent to teachers in the same forty-eight urban and forty-eight rural schools (Appendix B). The surveys were color-coded to indicate urban and rural responses. The counselor was requested to return the instrument within ten days of receipt. The same procedure was used for teacher responses, with the principal serving as the contact person. Those who did not return the survey within ten days were sent a

reminder. Those not responding after the second contact were telephoned and asked to respond as soon as possible. In a final attempt to obtain as high a return rate as possible, a final letter was sent one week after the telephone call. Of the ninety-six instruments sent to counselors, sixty-two were returned (64.6%). Of the one hundred sixty sent to teachers, ninety-six were returned (60%).

Description of the Instrument

The revisions of the five editions of the Evaluative Criteria Instrument have been on-going from the inception of the first edition in 1940. The National Study of School Evaluation continually has sought to identify criticisms and suggestions for improvement in the Evaluative Criteria.

The present edition was initiated formally in 1984, with a systematic review of suggestions received by the National Study. Additionally, a survey of users among the regional accrediting associations was conducted in 1983-84 to identify needed revisions.

This revision of the Criteria was conducted by a 15 member Project Steering/Writing Committee comprised largely of representatives of the six regional accrediting associations under the leadership of a Project Director. The Project Steering/Writing Committee determined revision needs and postures, identified resource persons and working groups for the revision, and screened suggestions received

from generalists, specialists, users and the Project Director for the purpose of recommending format and content to the Board of Directors of the National Study.

Particular care was taken throughout the three-year process to ensure that all geographic areas were represented in the revision and that a balance of input was reviewed from teachers, administrators, state education agency personnel, college-university instructors, professional associations and practitioners in public and private schools. Therefore, the Evaluative Criteria, Sixth Edition, represents the suggestions of thousands of educators and consumers throughout the nation. A nationwide field test of the proposed Evaluative Criteria was conducted with schools in their self-evaluations. The feedback received from the school personnel engaged in these self-evaluations was incorporated where appropriate prior to the publication of the 1987 edition. After review and further refinement, the Board of Directors approved the 1987 edition.

The 1987 edition developed for secondary schools was modified for the purposes of this study. The instrument used a Likert scale with a rating of one to five. Since this research addresses guidance services in elementary schools, the instrument was sent to ten elementary counselors for comments. Specifically, if any two counselors had comments in a given area, changes were made on that item. After making these changes, the instrument

was finalized and sent to the persons specified in the study.

Each of the ten descriptors was analyzed by using ANOVA (Analysis of Variance) and tested hypothesis by hypothesis using a two by ten factorial design. Mean scores for the ten areas studied were ranked for each of the five hypotheses.

The instrument was designed to gather data on the following ten areas of the elementary guidance program:

- Guidance Services Program Organizations
- Counselors and Guidance Specialists
- Counselor Support Personnel
- Role of Teachers in the Guidance Services Program
- Consultation and Referral Services
- Student Admission and Orientation
- Counseling, Small-Group Processes and Consultation
- The Study of Student Development
- Reporting to Parents
- Evaluation and Research Services

Each of the areas used the following scale:

- 5 Excellent
- 4 Good
- 3 Satisfactory
- 2 Poor
- 1 Missing But Needed
- na Not Applicable

An explanation of the ten areas of the National Study of School Evaluation (1987) that were selected for the study included the following:

Guidance Services Program Organization

This area addresses the global services provided to all students regardless of sex, ethnicity, race or handicap as related to counseling services, information services,

student and community studies as well as consultation services. The coordination of guidance services with other student services was viewed as being an integral part of the school's organizational plan. The school administrator's responsibilities in this area dealt with concerns related to an adequate budget for guidance services, adequate guidance staff, proper physical settings and administrative leadership in enlisting the support of community, parents and related agencies.

Guidance Personnel (Counselors and Guidance Specialists)

The first criterion surveyed under this area was the time allocation for guidance functions and the academic preparation and experience of the school counselor. An assessment was made of the school counselor's many responsibilities, which include carrying out the school's philosophy, improving personal capabilities and professional services, encouraging students to assume responsibilities and develop self-understanding, seeking help from teachers in working with classroom situations, involving parents in the child's development and working cooperatively with student personnel specialists.

Counselor Support Personnel

Counselor support personnel can be either paid or non-paid. The purpose for such persons is to free the school counselor so he will be able to perform his professional responsibilities. These persons should work under the

supervision of the professional counselor and be provided inservice training commensurate with their responsibilities and training.

Role of the Teachers in the Guidance Services Program

In order for a program of guidance services to operate effectively, the participation of the classroom teacher is most important. The teacher should possess the skills necessary to effectively use the student's cumulative record to gain insight into his individual differences and also to make referrals to the counselor concerning specific student concerns. Teachers are requested to participate in the basic policies of the guidance program and to assist students in solving their problems and concerns. The teacher also can conduct group discussions of common student problems and subject matter related to study skills, independent living skills and appropriate career options.

Consultation and Referral Resources

The guidance needs of students cannot be met completely through the cooperative efforts of counselors, teachers and school administrators. Often it is necessary to refer students to personnel specialists such as school health personnel, psychologists, social workers, welfare agencies, juvenile courts, psychiatrists, and other community support agencies. The counselor should be cognizant of the resources available to him and make referrals as needed. For maximum student benefit, the findings from such

referrals should be shared with those persons working with the student. Written procedures should be developed and implemented regarding the proper procedure to be used in making referrals.

Student Admission and Orientation

The school should have a written policy on the admission eligibility of students, guidelines for the admission of transfer students and a systematic program of orientation for returning and prospective students. School visitations, handouts and transfer of student records should be conducted in an orderly and timely fashion. If admission tests of any kind are necessary, they should be administered promptly for proper placement.

Counseling, Small-Group Processes and Consultations

Individual counseling and small-group counseling sessions should complement each other. Small-group counseling sessions are conducted to assist students in becoming increasingly self-directed in decision making and personal development. The sessions help students to understand the responsibility they and their parents have for making decisions and accepting the consequences of those decisions. The sessions should be open to all students and available on a continuing basis. The small-group sessions and the necessary facilities and equipment should be provided. These sessions should be provided both during

school hours and at other times if necessary to meet the needs of all participants.

The Study of Student Development

Comprehensive information about students is essential to an effective guidance services program. The information is most useful when it is developmental in nature, gathered cumulatively from preschool on and systematically recorded, effectively and ethically used, and periodically purged and updated. The student's cumulative folder should contain records of elementary school, appropriate test data, physical and special characteristics. The folder can contain information regarding the student's social adjustment, aspirations and values. This information should be gathered and recorded in a way that protects the student's right to privacy. Information contained in the student's folder can be reviewed and used constructively by students, parents and other authorized persons.

Reporting to Parents

Periodic reports regarding the student's progress should be sent to parents. In addition to the regular reports to parents, reports can be sent regarding the abilities, needs or progress of students and requests for parental input in specific situations. Parents and faculty members should be consulted regarding the development of report forms and systems.

Evaluation and Research Services

An annual evaluation of guidance services should be conducted in cooperation with teachers, students and administrators. In an attempt to gain input and support for the program, annual reports of evaluation results should be shared with faculty and administration. This research and evaluation should be a part of the school's coordinated program and not a separate study.

Summary

This chapter discussed the sample selection of forty-eight urban and forty-eight rural elementary schools engaged in an investigation to determine whether differences exist in the provision for, and adequacy of, elementary guidance services. The instrument used was the Student Services portion of the Evaluative Criteria published by the National Study of School Evaluation. A Likert scale with a rating scale of one to five was used.

A factorial ANOVA design was used, since multiple groups and multiple independent variables were involved. First, each of the ten clusters under investigation were analyzed to determine whether differences exist in provision for, and adequacy of, service (Tables I, III, V, VII and IX). Mean scores for each of the criteria for each hypothesis (Tables II, IV, VI, VIII and X) were given in order to more adequately evaluate the services.

CHAPTER IV

RESULTS AND DISCUSSION

Introduction

In the preceding chapter, the methodology and procedures for conducting this study were presented. This chapter addresses the presentation and analysis of the data by presenting each hypothesis followed by the results of the data gathered for that hypothesis. The results will show significant differences between urban and rural services as rated by counselors and teachers. The mean results for each hypothesis will be prioritized between and within each comparison.

The five null hypotheses developed for study and statistical analysis were:

1. There is no significant difference in comprehensive guidance services in urban and rural elementary schools as indicated by the guidance counselors.
2. There is no significant difference in the quality of elementary guidance services in urban and rural schools as viewed by the guidance counselors.
3. There is no significant difference in the quality of elementary guidance services as viewed by teachers in urban and rural schools.
4. There is no significant difference in the quality of elementary guidance services as viewed by counselors and teachers in urban schools.

5. There is no significant difference in the quality of elementary guidance services as viewed by counselors and teachers in rural schools.

The services under each of the five hypotheses will be presented according to need as rated by elementary counselors and teachers. The counselors' perceptions of the comprehensiveness of the services will be presented also. When the comprehensiveness and quality of services is determined, recommendations will be given in an attempt to provide all students with more adequate and equitable services.

Questionnaires were mailed to 96 elementary guidance counselors (48 urban and 48 rural) and 160 elementary classroom teachers (80 urban and 80 rural) employed in Tidewater, Virginia. Sixty-two elementary counselors (34 urban and 28 rural) comprising 64.6 percent of the sample and ninety-six classroom teachers (40 urban and 56 rural) comprising 60 percent of the sample responded to the instrument and these data were included in the analysis.

The ten areas of the elementary guidance program that were studied included:

- *Guidance Services Program Organization
- *Guidance Personnel
- *Counselor Support Personnel
- *Role of the Teacher in the Guidance Services Program
- *Consultation and Referral Services
- *Student Admission and Orientation

- *Counseling, Small-Group Processes and Consultation
- *Student Development
- *Reporting to Parents
- *Evaluation and Research

The findings reflect the congruence between the "ideal" guidance services and those guidance services that "actually" are being provided for children in urban and rural schools as reflected by urban and rural counselors. In addition, results between and within the areas reflect the perceived effectiveness and adequacy of the services that are being provided for children in urban and rural schools as indicated by urban and rural counselors and urban and rural teachers.

Results

Hypotheses and Conclusions

Hypothesis One

Hypothesis One stated there would be no significant difference in comprehensive guidance services in urban and rural elementary schools as indicated by guidance counselors. Table I indicates the results of the elementary guidance programs in selected urban and rural schools in Tidewater, Virginia as described by the guidance counselor. Thirty-four urban and twenty-eight rural guidance counselors responded to the instrument which contained ten sub-areas relating to elementary guidance.

An Analysis of Variance (ANOVA) was computed to determine whether there was a significant difference in the comprehensive guidance services offered in urban and rural schools. The ANOVA indicated that urban and rural guidance services as perceived by the counselors were significantly different at $p \leq .01$

TABLE 1

Evaluation of Comprehensive Guidance Services
in Urban and Rural Elementary Schools
as Viewed by Guidance Counselors

Source	SS	dF	MS	F	p
Between	17.44	1	17.44	11.72	$\leq .01^{**}$
Within	919.86	618	1.49		
Total	937.30				

$*p < .05$
 $**p < .01$
 $***p < .001$

Further analysis of the ten areas assessed using the Tukey post hoc test revealed that critical differences were found in the areas of organization, guidance personnel, student admission and orientation, counseling services, reporting to parents and research and evaluation. The data revealed that the urban schools were stronger in these areas than the rural schools.

TABLE 2

Evaluation of Comprehensive Guidance Services in
Urban and Rural Elementary Schools as Reported
by Guidance Counselors Mean Responses

Area	Counselor	Area	Counselor
Support Personnel	1.00	Support Personnel	1.00
Research & Evaluation	2.59	Research & Evaluation	1.84
Role of the Teacher	3.12	Role of the Teacher	2.39
Student Development	3.43	Student Development	3.39
Referral Services	3.95	Referral Services	3.55
Guidance Personnel	3.98	Counseling	3.64
Program Organization	4.02	Orientation/Admission	3.65
Orientation/Admission	4.07	Reporting to Parents	3.65
Counseling	4.17	Guidance Personnel	3.74
Reporting to Parents	4.38	Program Organization	3.77

Scale: 5 Excellent; 4 Good; 3 Satisfactory; 2 Poor; 1 Missing but Needed

In comparing the mean responses from urban and rural counselors related to comprehensive guidance services, Table II reveals that the five areas receiving the lowest scores were identically ranked by both urban and rural counselors. Support personnel, research and evaluation, role of the teacher, student development and referral services are the areas in greatest need of improvement in both the urban and rural schools. On the upper end of the scale, the area receiving the most positive response for urban settings was reporting to parents and for rural settings; it was program organization.

Hypothesis Two

The second hypothesis stated there would be no significant difference in the quality of elementary guidance services in urban and rural schools as viewed by the guidance counselors.

The quality of guidance services as evaluated by guidance counselors in urban and rural settings is presented in Table II. There were thirty-two responses from the urban counselors and twenty-eight responses from the rural counselors. An Analysis of Variance (ANOVA) was computed to determine whether there was a significant difference between these two groups. The results indicated that urban and rural schools were significantly different at $p \leq .05$.

TABLE 3

Evaluation of Quality of Guidance Services in
Urban and Rural Elementary Schools as
Reported by Guidance Counselors

Source	SS	df	MS	F	p
Between	12.26	1	12.26	5.52	<.05*
Within	1,373.73	618	2.22		
Total	1.385.63				

*p < .05
 **p < .01
 ***p < .001

The Tukey post hoc analysis of the ten areas assessed indicates that critical differences were evident in the areas of organization, student admission and orientation and counseling services. Again, urban schools were reported as having significantly better guidance services than rural schools.

Support personnel, research and evaluation, role of the teacher reporting to parents and referral services were the five areas receiving the least favorable responses regarding the quality of guidance services as seen by the counselors in both urban and rural settings. Both the urban and rural counselors' responses indicated that student development and guidance personnel were the areas of greatest strength.

TABLE 4

Evaluation of Quality of Guidance Services in Urban
and Rural Elementary Schools as Reported
by Guidance Counselors Mean Responses

Area	Counselor	Area	Counselor
Support Personnel	1.00	Support Personnel	1.00
Research & Evaluation	2.46	Research & Evaluation	2.18
Role of the Teacher	3.64	Role of the Teacher	3.32
Reporting to Parents	3.97	Referral Services	3.56
Referral Services	4.03	Reporting to Parents	3.69
Program Organization	4.27	Counseling	3.74
Orientation/Admission	4.28	Orientation/Admission	3.83
Counseling	4.29	Program Organization	3.89
Student Development	4.33	Student Development	4.13
Guidance Personnel	4.43	Guidance Personnel	4.42

Scale: 5 Excellent; 4 Good; 3 Satisfactory; 2 Poor; 1 Missing but Needed

Hypothesis Three

The third hypothesis stated there would be no significant difference in the quality of elementary guidance services in urban and rural schools as viewed by teachers in urban and rural schools. Forty urban and fifty-six rural teachers responded. The ANOVA indicated that urban and rural services differed significantly at $p \leq .01$.

TABLE 5

Evaluation of Quality of Elementary Guidance Services
in Urban and Rural Elementary Schools as Reported
by Urban and Rural Classroom Teachers

Source	SS	df	MS	F	p
Between	542.14	1	542.14	200.89	$\leq .01^{**}$
Within	2,585.40	958	2.70		
Total	3,127.54				

* $p < .05$
 ** $p < .01$
 *** $p < .001$

All ten areas analyzed using the Tukey post hoc test indicated critical differences. These findings were in the areas of organization, guidance personnel, support personnel, role of the teacher, consultation and referral services, student admission and orientation, counseling, student development, reporting to parents and evaluation and research. The differences found indicated that the urban teachers viewed guidance services stronger in these areas than did the rural teachers.

TABLE 6

Evaluation of Quality of Guidance Services in Urban
and Rural Elementary Schools as Reported
by Classroom Teachers Mean Responses

Area	Teacher	Area	Teacher
Research & Evaluation	2.06	Research & Evaluation	1.26
Reporting to Parents	3.44	Reporting to Parents	1.92
Referral Services	3.74	Referral Services	2.06
Orientation/Admission	3.79	Orientation\Admission	2.26
Counseling	3.93	Counseling	2.41
Guidance Personnel	4.15	Program Organization	2.47
Program Organization	4.21	Support Personnel	2.51
Role of the Teacher	4.21	Role of the Teacher	2.59
Support Personnel	4.24	Guidance Personnel	2.62
Student Development	4.46	Student Development	2.87

Scale: 5 Excellent; 4 Good; 3 Satisfactory; 2 Poor; 1 Missing but Needed

In Table 6, the first five areas reported by urban and rural teachers as needing the most improvement were identical. These areas included research and evaluation, reporting to parents, referral services, orientation and counseling. The five areas receiving the greatest responses were mixed, but student development received the highest average in both the urban and rural settings.

Hypothesis Four

The fourth hypothesis stated there would be no significant difference in the quality of elementary guidance services as viewed by counselors and teachers in urban schools. Responses from a total of thirty-four urban counselors and forty urban teachers were used in making this comparison. The difference in quality of guidance services as reported by urban counselors and urban teachers was not significant at $p \leq .20$. Therefore, the null hypothesis cannot be rejected.

TABLE 7

Evaluation of Quality of Guidance Services in
Urban Elementary Schools as Reported by
Urban Counselors and Teachers

Source	SS	df	MS	F	p
Between	4.15	1	4.15	2.11	$\leq .20$
Within	1,453.90	738	1.97		
Total	1,458.05				

*p < .05
 **p < .01
 ***p < .001

Urban counselor and teacher responses rated the quality of guidance services as satisfactory or higher in most of the categories as cited in Table VIII. The areas needing most improvement according to the urban counselors were support personnel and research and evaluation, which were rated poor or missing but needed. The urban counselors' greatest area of strength were student development and guidance personnel. Urban teachers rated research and evaluation as the area needing the most improvement and rated student development as the area of greatest strength.

TABLE 8

Evaluation of Quality of Guidance Services in
Urban Elementary Schools as Reported by
Counselors and Teachers Mean Responses

Area	Counselor	Area	Teacher
Support Personnel	1.00	Research & Evaluation	2.06
Research & Evaluation	2.46	Reporting to Parents	3.44
Role of the Teacher	3.64	Referral Services	3.74
Reporting to Parents	3.97	Orientation/Admission	3.79
Referral Services	4.03	Counseling	3.93
Program Organization	4.27	Guidance Personnel	4.15
Orientation/Admission	4.28	Program Organization	4.21
Counseling	4.29	Role of the Teacher	4.21
Student Development	4.33	Support Personnel	4.24
Guidance Personnel	4.43	Student Development	4.46

Scale: 5 Excellent; 4 Good; 3 Satisfactory; 2 Poor; 1 Missing but Needed

Hypothesis Five

The fifth and final hypothesis stated there would be significant difference in the quality of elementary guidance services as viewed by counselors and teachers in rural schools. Twenty-eight rural counselors and forty-eight rural teachers responded to the instrument. This analysis indicated significant differences between teachers' and counselors' perception of the quality of services at $p < .01$.

TABLE 9

Evaluation of Quality of Guidance Services in
Rural Elementary Schools as Reported by
Rural Counselors and Teachers

Source	SS	df	MS	F	p
Between	222.37	1	222.37	74.39	$\leq .01^{**}$
Within	2,504.86	838	2.99		
Total	2,727.23				

* $p < .05$

** $p < .01$

*** $p < .001$

Nine of the ten areas showed critical differences between rural counselors' and rural teachers' perception of quality guidance services using the Tukey post hoc test. These were organization, guidance personnel, support personnel, referral services, orientation, counseling, student development, reporting to parents and research and evaluation. Eight of the areas were ranked higher by the

rural counselors. These included program organization, guidance personnel, consultation and referral services, student admission and orientation, counseling, student development, reporting to parents and evaluation and research. The one area reported stronger by rural teachers than by rural counselors was support personnel.

In Table 10, rural counselors responded that student development and research and evaluation were the two areas receiving the lowest ratings. The counselors thought that the role of the teacher and the counseling services were areas of highest strength. The rural teachers responded that research and evaluation and reporting to parents need to be improved most and that the guidance personnel and student development were areas of greatest strength, even though they received only satisfactory responses.

TABLE 10

Evaluation of Quality of Guidance Services in
Rural Elementary Schools as Reported by
Counselors and Teachers Mean Responses

Area	Counselor	Area	Teacher
Support Personnel	1.00	Research & Evaluation	1.26
Research & Evaluation	2.18	Reporting to Parents	1.92
Role of the Teacher	3.32	Referral Services	2.06
Referral Services	3.56	Orientation/Admission	2.26
Reporting to Parents	3.69	Counseling	2.41
Counseling	3.74	Program Organization	2.47
Orientation/Admission	3.83	Support Personnel	2.51
Program Organization	3.89	Role of the Teacher	2.59
Student Development	4.13	Guidance Personnel	2.62
Guidance Personnel	4.42	Student Development	2.87

Scale: 5 Excellent; 4 Good 3 Satisfactory; 2 Poor; 1 Missing but Needed

Summary

This chapter addressed the presentation and analysis of the data regarding guidance programs in selected elementary schools in Tidewater, Virginia. A comparison between an ideal program and their program was made by guidance counselors. Also, the quality of guidance services offered was assessed by counselors and teachers.

An Analysis of Variance (ANOVA) was used to analyze each hypothesis, and when a significant F ratio was found, a Tukey post hoc test was conducted to find specifically where these critical differences occurred. Mean subscores were ranked by hypothesis for each of the areas researched. The data indicates that the areas needing greatest improvement are research and evaluation and referral services, followed by reporting to parents, support personnel and the role of the teacher.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

On the national level between 1965 and 1985, the number of elementary guidance counselors increased twenty-fold.¹ In the early 1980s, a national movement to provide guidance services for elementary students began, and this trend has continued.²

Even though national and local research indicates significant positive effects of elementary guidance on children's academic achievement, grades, behavior, attitudes toward school, school attendance, self-esteem, acceptance by peers, parental attitudes and support and involvement in the school's program, many school divisions did not implement

¹ Harriett L. Glossoff and Constance L. Koprowieiz, Children Achieving Potential (Alexandria: American Association for Counseling and Development, 1990), 3.

² David G. Burgess, "Elementary Guidance and Counseling," Virginia Counselors Journal (Spring 1989): 36.

elementary guidance programs until such programs were mandated.³

Research conducted in the 1980s in Virginia found that elementary guidance programs produced significant changes in parental attitudes, understanding and ability to recognize the goals of their children's behavior and how to work with their children more appropriately. Additional research indicated that elementary school principals in Virginia endorsed elementary school counselors as the primary personnel needed to address current student needs and concerns. A study conducted by the Virginia Association of Elementary School Principals and the Appalachia Education Laboratory indicated that principals and supervisors ranked individual and group counseling of children as the most crucial elementary counselor function.⁴ In Virginia, elementary guidance services were mandated by the State Board of Education for implementation beginning with the 1989-90 school term.⁵

³ Harriett L. Glossoff and Constance L. Koprowieiz, Children Achieving Potential (Alexandria: American Association for Counseling and Development, 1990), 3.

⁴ Norman C. Gysbers and Patricia Henderson Developing and Managing Your School Guidance Program (Alexandria, VA: American Association for Counseling and Development, 1988), 29.

⁵ Virginia Department of Education, The Elementary School Guidance and Counseling Program (Richmond: Virginia Department of Education, 1988), 1-2.

Since elementary guidance services were not offered in all elementary schools until the 1989-90 term, the researcher examined the comprehensiveness and quality of guidance services that are being offered after the program had been implemented for two years. A comparison was made of the services provided in selected urban and rural elementary schools in Tidewater, Virginia. These comparisons were made regarding which services are being provided and the quality of those services. This study gathered responses from guidance counselors and teachers in urban and rural schools.

In assessing the services provided, and the effectiveness and adequacy of these services, a survey instrument developed by the National Study of School Evaluation was modified for use in this study. After an initial pilot study, those areas of the instrument most pertinent to elementary guidance were used. Returns were received from thirty-four urban and twenty-eight rural counselors and forty urban and fifty-six rural teachers. There was a 64.6 percent return rate from guidance counselors and a 60.0 percent return rate from the teachers. Each of the five null hypotheses was analyzed through analysis of variance (ANOVA) techniques. Tukey post hoc tests were used to make comparisons when significant F ratios were found. In addition mean scorers were computed for each of the ten areas assessed.

Analysis of the first hypothesis, a comparison of comprehensive "ideal" guidance services in urban and rural elementary schools by guidance counselors, indicated significant differences in the areas of organization, guidance personnel, student admission and orientation, counseling services, reporting to parents and research and evaluation. In each of these categories, the urban counselor responses indicated more ideal conditions than the rural counselor responses did. The areas showing the greatest need and priority for improvement both in urban and rural settings were support personnel, research and evaluation and role of the teacher.

The second hypothesis, a comparison of the services actually offered in elementary guidance services as viewed by counselors in urban and rural schools, suggested significant differences in the areas of organization, student admission and orientation and counseling services. Again, the urban responses were more positive than the rural responses in all areas in which significant differences were found. Rated lowest, and showing a priority for improvement by both urban and rural counselors, were the areas of support personnel and research and evaluation.

The third hypothesis, a comparison of the quality of elementary guidance services as viewed by teachers in urban and rural schools, suggested significant differences in all ten area studies. These areas included organization,

guidance personnel, support personnel, role of the teacher, consultation and referral services, student admission and orientation, counseling, student development, reporting to parents and evaluation and research. Urban responses in all ten areas showed more ideal services in the urban schools than in the rural schools.

The area ranked lowest by both urban and rural teachers was that of research and evaluation. Rural teachers rated the remaining areas from 2.06 to 2.87 (poor). Therefore all areas of guidance, according to the rural teachers, need to be improved.

The fourth hypothesis, comparing the quality of elementary guidance services as viewed by counselors and teachers in urban schools, suggested there was no significant difference in the services as viewed by counselors and teachers in the rural schools. The null hypothesis cannot be rejected. Urban counselors reported only two areas as unsatisfactory. These were support personnel and research and evaluation. The urban teachers reported only the area of research and evaluation as not satisfactory.

The fifth hypothesis, comparing the quality of elementary guidance services as viewed by counselors and teachers in rural schools, suggested significant differences in the areas of organization, guidance personnel, support personnel, referral services, orientation, counseling,

student development, reporting to parents and research and evaluation. Counselor responses showed more positive ratings in the areas of role of the teacher, counseling, student admission and orientation, support personnel, guidance personnel, referral services, program organization and report to parents. Teacher responses indicated weaknesses in all ten areas, and no area received a rating of satisfactory or higher.

Discussion

The ten guidance areas studied will be discussed in the ways they differed between (1) urban and rural counselors, (2) urban and rural teachers, (3) urban counselors and teachers and (4) rural counselors and teachers. Each area assessed will be ranked and the differences found in each hypothesis will be stated. In addition, conclusions and recommendations will be stated.

Guidance Services Program Organization

Guidance services program organization addresses the global services provided to all students regardless of sex, ethnicity, race or handicap as related to counseling services, information services, student and community studies as well as consultation services. The coordination of guidance services with other student services is an integral part of the school's organizational plan. The school administrator's responsibilities in this area deal

with concerns related to an adequate budget for guidance services, adequate guidance staff, proper physical settings and administrative leadership in enlisting the support of community, parents and related agencies.

Significant differences were found in the area of program organization for guidance services indicated in the following hypotheses:

- * Comprehensive services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and rural teachers.

Table 11 reflects the mean responses for comprehensiveness and quality of services as reported by counselors and teachers.

TABLE 11
Guidance Services Program Organization

Criteria	Urban	Rural
Comprehensiveness of Services (Counselors)	4.02	3.77
Quality of Services (Counselors)	4.27	3.89
Quality of Services (Teachers)	4.21	2.47
Scale: 5 Excellent; 4 Good; 3 Satisfactory; 2 Poor; 1 Missing but Needed		

Since elementary guidance services were offered in more urban schools than rural schools prior to the state mandate of 1989, it appears that the services in urban schools are more organized and have more explicit job specifications.

In urban areas that provide more students services, a pupil personnel director who coordinated pupil personnel services was employed. When programs have been in operation for a longer period of time they are equipped to serve a larger range of students needs.

The organization of guidance services was a concern to both rural counselors and rural teachers. The responses addressing this area were more favorable for the urban schools than rural schools. The difference could be due to the fact that urban elementary schools had elementary guidance programs before rural schools. In addition, rural counselors rated this area higher than did the rural teachers since they were more aware of the functions of a guidance program and were endorsed in this area.

Guidance Personnel

The guidance personnel area surveyed the time allocations for guidance functions and the academic preparation and experience of the school counselor. An assessment was made of the school counselor's many responsibilities, which include carrying out the school's philosophy, improving personal capabilities and professional

services, encouraging students to assume responsibilities and develop self-understanding, seeking help from teachers in working with classroom situations, involving parents in the child's development, and working cooperatively with student personnel specialists.

Significant differences were found in the responses to the area of guidance personnel in the following hypotheses:

- * Comprehensive services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and teachers.

Table 12 reflects mean responses in the comprehensiveness and quality of services. as reported by counselors and teachers.

TABLE 12
Guidance Personnel

Criteria	Urban	Rural
Comprehensiveness of Services (Counselors)	3.98	3.74
Quality of Services (Counselors)	4.43	4.42
Quality of Services (Teachers)	4.15	2.62

Scale: 5 Excellent; 4 Good; 3 Satisfactory;
2 Poor; 1 Missing but Needed

The responses to the previously stated hypotheses showed more favorable ratings from respondents in the urban schools. These differences could be contributed to the fact that guidance personnel have been employed in urban settings for a longer period of time. The services provided have been directed by certified persons; therefore, these program are more likely to have been implemented in a more appropriate manner. Responses from urban counselors and teachers were rated as satisfactory and good. Rural counselor responses were rated as satisfactory and good and rural teachers' responses were rated as poor.

Rural counselors viewed guidance personnel more favorably than did rural teachers. In most cases, the counselors had training in guidance and understood their role more fully. The counselors were more aware of the services that should be provided by guidance personnel. Guidance personnel were new in some rural settings and the teachers were not as familiar with the services they provided.

Counselor Support Personnel

Counselor support personnel can be either paid or non-paid. The purpose of such persons is to free the school counselor so he will be able to perform his professional responsibilities. Support personnel should work under the supervision of a professional counselor and be provided inservice training commensurate with their responsibilities

and training. Significant differences in the area of counselor support personnel were found in the following hypotheses.

- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and teachers.

Table 13 reflects the mean responses for counselor support personnel as reported by counselors and teachers.

Table 13
Counselor Support Personnel

Criteria	Urban	Rural
Quality of Services (Counselors)	1.00	1.00
Quality of Services (Teachers)	4.24	2.51

Scale: 5 Excellent; 4 Good; 3 Satisfactory;
2 Poor; 1 Missing but Needed

In rural areas, most guidance services have been implemented only during the last three years. Due to budget constraints, clerical assistance has not been available. Even though significant differences were reported in only two of the hypotheses, support personnel were rated as "missing but needed" by both urban and rural counselors and as "poor" by rural teachers. Rural counselors responded more positively than rural teachers with regard to support services.

Both urban and rural counselors indicated a need for support personnel for their elementary guidance programs.

Role of the Teacher

The role of the classroom teacher in guidance services is vital if the program is to operate effectively. Teachers should possess the skills necessary to use the student's cumulative record to gain insight into his individual differences and also to make referrals to the counselor concerns specific student concern. Teachers are requested to participate in the basic policies of the guidance program and to assist students in solving their problems and concerns. The teacher also can conduct group discussions of common student problems and subject matter related to study skills, independent living skills and appropriate career options.

A significant difference was found in the responses to the role of the teacher in the following hypothesis:

- * Quality of services, as viewed by urban and rural teachers.

Table 14 reflects the mean responses related to the role of the teacher as reported by urban and rural teachers.

TABLE 14

Role of the Teacher

Criteria	Urban	Rural
Quality of Services (Teachers)	4.21	2.59

Scale: 5 Excellent; 4 Good; 3 Satisfactory;
2 Poor; 1 Missing but Needed

Urban teachers gave higher ratings to the support given by the classroom teacher. Teacher participation was noted in the areas of assisting students in solving their problems and in conducting group discussions related to student problems and concerns. The role of the teacher was reported as "satisfactory" and "good" by urban counselors and teachers. The rural counselors rated the comprehensiveness of the role of the teacher as "poor", but the quality of performance of student served as "satisfactory." Rural teachers also indicated that the services they provide need to be improved.

In the rural setting, guidance services were new to most of the classroom teachers. The teachers were not as familiar with the role of the teacher in the guidance program and limited activities were being conducted.

Consultation and Referral Resources

Consultation and referral resources are required in the schools since the guidance needs of students cannot be met completely through the cooperative efforts of counselors,

teachers and school administrators. Students are referred to personnel specialists such as school health personnel, psychologists, social workers, welfare agencies, juvenile courts, psychiatrists and other community support agencies. The counselor should be cognizant of the resources available to him and make referrals as needed. For maximum student benefit, the findings from such referrals should be shared with those persons working with the student. Written procedures should be developed and implemented regarding the proper procedure to be used in making referrals.

The responses concerning consultation and referral services indicated significant differences in the following hypotheses:

- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and teachers.

Consultative and referral services were more accessible in the urban areas and were more widely used there, as reported by counselors and teachers in Table 15.

TABLE 15

Consultation and Referral Resources

Criteria	Urban	Rural
Quality of Services (Counselors)	4.03	3.56
Quality of Services (Teachers)	3.74	2.06

Scale: 5 Excellent; 4 Good; 3 Satisfactory;
2 Poor; 1 Missing but Needed

In rural areas, referral services sometimes were limited or not available. Thus, the urban teachers gave higher ratings in this area. Urban counselor and teacher ratings were "satisfactory" and "good." The rural teachers rated this area as "poor," making it a top priority item. The rural counselor rating was "satisfactory".

Rural counselors also were more familiar with consultation and referral services than were the rural teachers. Since these service areas are a natural part of a comprehensive guidance program, rural counselors would be more familiar with these services than were the rural teachers.

Student Orientation and Admission

Student admission and orientation addresses the concerns that a school should have a written policy on the admission eligibility of students, guidelines for the admission of transfer students and a systematic program of

orientation for returning and prospective students. School visitations, handouts and transfer of student records all should be conducted in an orderly and timely fashion. If admission tests of any kind are necessary, they should be administered promptly for proper student placement.

Significant differences in this area were found in four of the five hypotheses:

- * Comprehensive services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and teachers.

Rural teachers rated student admission and orientation 2.26 (poor). Mean responses are shown in Table 16.

TABLE 16
Student Orientation and Admission

Criteria	Urban	Rural
Comprehensiveness of Services (Counselors)	4.07	3.65
Quality of Services (Counselors)	4.28	3.83
Quality of Services (Teachers)	3.79	2.26

Scale: 5 Excellent; 4 Good; 3 Satisfactory;
2 Poor; 1 Missing but Needed

Student admission and orientation was rated higher by urban counselors and teachers than by rural counselors and teachers. Rural counselors gave higher ratings than rural teachers. This service is more established in urban settings, as procedures for admission and orientation have become a part of guidance services and are understood more fully by the staff. Urban counselor and teacher responses were "satisfactory" and "good." Rural counselor responses were "satisfactory", but the rural teacher responses were "poor."

In rural schools the counselors understood this service more fully than the teachers. Since guidance programs are relatively new in rural schools, there has not been sufficient time to get all of the services implemented as a part of the school's policies and procedures.

Counseling

Counseling, small-group processes, and consultation, specify that individual and small-group counseling sessions should complement each other. Small-group counseling sessions are conducted to assist students in becoming increasingly self-directed in decision making and in personal development. These sessions help students to understand the responsibility they have for making decisions and for accepting the consequences of those decisions. Sessions should be open to all students on a continuing basis. The small-group sessions and the necessary

facilities and equipment should be provided. These sessions should be provided both during school hours and at other designated times if necessary to meet the needs of all parties involved.

Significant differences in this area were found in four of the five hypotheses:

- * Comprehensive services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and teachers.

Counseling processes, including small-group and individual sessions, were more widely used in urban settings, as presented by the mean responses of counselors and teachers in Table 17.

TABLE 17
Counseling Services

Criteria	Urban	Rural
Comprehensiveness of Services (Counselors)	4.17	3.64
Quality of Services (Counselors)	4.29	3.74
Quality of Services (Teachers)	3.93	2.41
Scale: 5 Excellent; 4 Good; 3 Satisfactory 2 Poor; 1 Missing but Needed		

Adequate facilities and equipment were more evident in the urban schools. Counseling sessions in the urban schools were provided on a continuing basis. Urban counselor responses were 4.29 (good) and teacher responses were 3.93 (good). Rural counselor responses were 3.85 (satisfactory) and the rural teacher responses were 2.41 (poor), indicating that there was a difference in the way rural counselors and rural teachers perceived this service.

Rural counselors gave higher ratings to counseling services than did rural teachers. Since the counselors had training in counseling procedures, they were more familiar with the content of the questions being researched. Small-group and individual counseling sessions did not appear to be understood by rural teachers.

Student Development

The study of student development is necessary to provide the comprehensive information about students that is essential to an effective guidance services program. The information is most useful when it is developmental in nature, gathered cumulatively from pre-school on, systematically recorded, effectively and ethically used, and periodically purged and updated. The student's cumulative folder should contain records of elementary school, appropriate test data, physical and special characteristics. The folder can contain information regarding the student's

social adjustment, aspirations and values. This information should be gathered and recorded in a way that protects the student's right to privacy. Information contained in the student's folder can be reviewed for constructive use by the student, parents, and other authorized persons.

Significant differences were found in this area in two of the five hypotheses.

- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and teachers.

Table 18 reflects the mean responses for student development as reported by counselors and teachers.

TABLE 18
Student Development

Criteria	Urban	Rural
Quality of Services (Counselors)	4.33	4.13
Quality of Services (Teachers)	4.46	2.87

Scale: 5 Excellent; 4 Good; 3 Satisfactory;
2 Poor; 1 Missing but Needed

Since guidance programs had been offered for a longer period of time in the urban schools surveyed, the student's cumulative folder was more comprehensive. Information about each student included academic achievement, social adjustment, and physical and special characteristics. Urban

counselors and teachers rated student development as "good" with responses of 4.33 from the counselors and 4.46 from the teachers. Rural counselors rated this area as 1.00 (missing but needed), and rural teachers rated it as 2.87 (poor).

In the rural schools, the counselors were aware of the components necessary to understand the student, but the counselors and teachers did not rate the area favorably. Since some of the guidance programs had been in operation for only two years, the procedures to obtain the data needed had not been fully developed and implemented.

Reporting to Parents

Reporting to parents emphasizes periodic reporting regarding the student's progress. In addition to the regular reports to parents, reports can be sent regarding progress of students and requests for parental input about specific situations. Parents and faculty members should be consulted regarding the development of report forms and systems.

Significant differences were found in the area of reporting to parents in three of the five hypotheses.

- * Comprehensive services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and teachers.

Urban counselors and teachers rated this area favorably, as presented in Table 19.

TABLE 19
Reporting to Parents

Criteria	Urban	Rural
Comprehensiveness of Services (Counselors)	4.38	3.65
Quality of Services (Counselors)	3.97	3.69
Quality of Services (Teachers)	3.44	2.59

Scale: 5 Excellent; 4 Good; 3 Satisfactory
2 Poor; 1 Missing but Needed

Rating procedures and methods used in urban schools were more operational, and reports of students' progress was a continuous and on-going process. Reporting to parents was rated as "satisfactory" and "good" by urban counselors and teachers. Rural counselors rated this area as 3.44 (satisfactory) and rural teachers rated it as 1.92 (poor).

Rural counselors were more involved in reporting to parents regarding students' progress than were rural teachers. The procedures and reasons for reporting students' progress were not viewed positively by the rural teachers.

Evaluation and Research Services

Evaluation and research services should include an annual evaluation of guidance services conducted in cooperation with teachers, students, parents and administrators. In an attempt to gain input and support for guidance services, annual reports of evaluation results should be shared with faculty and administration. Research and evaluation should be a part of the school's coordinated program and not a separate study. The results of this annual study can be compiled in charts and narratives.

Three significant differences were found in this area:

- * Comprehensive services, as viewed by urban and rural counselors.
- * Quality of services, as viewed by urban and rural teachers.
- * Quality of services, as viewed by rural counselors and teachers.

In most cases the evaluation and research service was rated as very weak, and in some cases nonexistent, in both the urban and rural settings as reported by both counselors and teachers in Table 20.

TABLE 20

Research and Evaluation

Criteria	Urban	Rural
Comprehensiveness of Services (Counselors)	2.59	1.84
Quality of Services (Counselors)	2.46	2.18
Quality of Services (Teachers)	2.06	1.26

Scale: 5 Excellent; 4 Good; 3 Satisfactory
2 Poor; 1 Missing but Needed

If such a service was provided, the teachers knew little about the information collected by guidance personnel. The area of evaluation and research was the area receiving the lowest ratings of any area studies. Urban counselors rated this area as 2.59 (poor), and the urban teacher rating was 1.84 (poor). The rural counselor response was 2.18 (poor), and the rural teacher response was 1.26 (missing but needed).

From a review of the findings in this area, evaluation and research services in guidance appear to be minimal. There was a lack of evaluation and research to gain administrative and teacher support for guidance services.

Recommendations

Of the nineteen significant findings obtained in this study comparing guidance services in urban and rural

elementary schools, the responses from urban schools indicated more appropriate services. Therefore, for guidance services to become more positive in the rural schools, each of the ten areas studied needs to be addressed and the findings prioritized so all services can be provided to all students in an equitable manner.

Rural teachers rated the organization of guidance services as poor. In an attempt to improve the organization of guidance services in rural elementary schools, top priorities should include a director of guidance services, provisions for adequate facilities and budget requests, and enhanced communications programs to inform staff and parents of the services available.

As a top priority, all guidance counselors in rural elementary schools should become endorsed in elementary guidance. They should work more closely with teachers to promote understanding of the guidance program. They should assist students in making their own decisions and in becoming responsible for their own actions. More rigorous parental involvement is needed, as well as better use of other student personnel specialists.

Administrators in both the urban and rural schools should give priority to a clerical or paraprofessional person to assist the counselor in correspondence and other office-related functions. The lack of support personnel received ratings of "missing but needed" from counselors in

both the urban and rural settings. In addition, rural teachers need to become more involved in the guidance functions of the school. Rural teachers should assist the counselor in the study of specific students and participate in case study conferences. They should be encouraged also to make referrals when appropriate.

The role of the teacher in elementary guidance programs in rural schools should be emphasized and given the utmost consideration. Rural counselors and teachers must work in a cooperative effort to gain insight into individual student differences and to make referrals concerning specific student concerns. Teachers need to participate in developing the basic policies of the guidance program by having representatives on the school guidance committee. Teachers should be encouraged to conduct group sessions related to common student problems within the classroom.

Consultation and referral service in the rural schools should be expanded to include other student personnel specialists. Counselors should actively seek agencies and individuals for student referral. A list of such agencies and services should be shared with administrators and fellow teachers. Policies and regulations should be written governing conditions and procedures for student referrals.

Admission and orientation of elementary students was viewed by the rural teachers as an area needing supreme consideration. Written materials, such as brochures, need

to be provided to prospective students. Procedures need to be developed to assist transfer students as well as students received from feeder schools. A program should be developed for easy integration of transfer students into the school setting.

Counseling and small group processes was rated as "poor" by rural elementary teachers. Since elementary guidance services are new for many rural schools, the teachers should be told that conferences can be initiated by students, teachers and parents, not just by the counselor. Individual and small group sessions should be more widely used in the rural settings to assist individual students, as well as groups of students with similar concerns.

Rural teachers need to better understand student development, an area which emphasizes the physical and mental characteristics of students. Priority should be given to a more thorough study of scholastic abilities, achievements, special aptitudes and educational progress. Teachers should be encouraged to share information about student characteristics and needs.

Rural teachers indicated that periodic reporting to parents in the rural settings needs to be enhanced. Reports should indicate the student's special abilities, interests and progress. These reports should provide parents with a more realistic concept of their child's strengths and areas needing improvement. Priority should be given to parental

input in methods of reporting student progress so the parent will understand what is being reported.

A plan for evaluation and research in elementary guidance should be developed in both urban and rural elementary schools. This area was rated "low" by both counselors and teachers in the rural areas and should be given maximum consideration. The plan should become an integral part of the total school evaluation process. Input should be solicited from teachers, students, parents and community members. The results of the evaluation should be shared with the faculty and administration. A plan of action should be developed and implemented to assist in program improvement and expansion of services.

The major purpose of this study was to assess the relative importance of the ten components of elementary guidance programs. A second purpose was to identify differences in guidance services provided in selected urban and rural schools and also the perceived effectiveness and adequacy of the services, as viewed by counselors and teachers. The study was conducted with elementary guidance counselors and elementary teachers in 48 urban and 48 rural schools in Tidewater, Virginia.

APPENDIX A
INSTRUMENT TO COUNSELORS

Box 1148
Exmore, Virginia 23350
October 29, 1990

Dear Counselor:

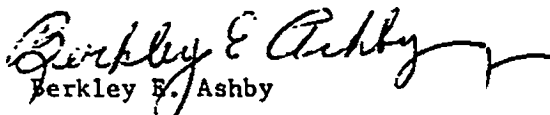
First I would like to introduce myself. I am Berkley E. Ashby, Assistant Superintendent, Northampton County Public Schools, Eastville, Virginia, and a doctoral student at Old Dominion University.

My dissertation problem involves determining whether differences exist between elementary guidance services in rural versus urban schools. Your school was selected for this study and I would greatly appreciate your cooperation in completing the enclosed survey. I have enclosed a stamped, self-addressed envelope for your use. Should you have any questions, please call me at (804) 678-5151. Please return the survey by November 12, 1990.

The first 25 respondents will receive a 5" x 7" mounted watercolor print by one of our local artists. (Please fill in your name and address below).

Again thanks for your assistance. If you would like a copy of the findings, please check below.

Respectfully,


Berkley E. Ashby

Complete for print mailing:

Name _____

Address _____

PLEASE NOTE

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not been filmed at the request of the author.
They are available for consultation, however,
in the author's university library.**

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APPENDIX B
INSTRUMENT TO TEACHERS

P.O. Box 1148
Exmore, Virginia 23350
January 18, 1991

Dear Principal:

First I would like to introduce myself. I am Berkley E. Ashby, Assistant Superintendent, Northampton County Public Schools, Eastville, Virginia, and a doctoral student at Old Dominion University.

My research topic is concerning Elementary Guidance in selected schools in the Tidewater area. I would like to request your support in randomly selecting four of your classroom teachers to complete the enclosed questionnaire regarding their perceptions of the guidance program in your school. No school will be identified in the study. I am only looking for teacher preceptions and input.

Please request the teachers to return the forms to you. I have enclosed a self-addressed and stamped envelope so you may return them to me. If the responses could be sent to me by January 31, it would be most helpful. My phone numbers are (w) 678-5151 and (h) 442-4451, if you need to contact me.

Thanks for your assistance in this matter, and if I can ever be of assistance to you, please do not hesitate to call me.

Sincerely yours,


Berkley E. Ashby

BEA/mw
Enclosures

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AUTOBIOGRAPHICAL STATEMENT

Berkley E. Ashby was born in Shields, Virginia, on August 4, 1939. He graduated from East Carolina University in 1965, earning a B.S. in Education. In 1968, he graduated from Old Dominion University with an M.S. in Education. Berkley completed a Certificate of Advanced Study in Education at Old Dominion University in 1972. He has 26 years of combined service as a teacher, guidance counselor, principal, and assistant superintendent. He has also served as Adjunct Faculty at Old Dominion University and the Eastern Shore Community College.

He is currently Assistant Superintendent for Northampton County Public Schools in Virginia working primarily in the areas of personnel and secondary curriculum.