1958


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GUIDANCE PRACTICES IN
SELECTED ELEMENTARY SCHOOL
DISTRICTS OF ILLINOIS

by

Ely Sires

A Dissertation Submitted to the Faculty of the Graduate School
of Loyola University in Partial Fulfillment of
the Requirements for the Degree of
Doctor of Education

June
1958
LIFE

Ely Sires was born in Milwaukee, Wisconsin September 8, 1917.

He was graduated from North Division High School, Milwaukee, Wisconsin, February, 1935. In August, 1939 he received the degree of Bachelor of Science from Milwaukee State Teachers College. The University of Illinois conferred the degree of Master of Science on him in August of 1948.

The author taught the deaf at Appleton, Wisconsin from 1938 to 1941 and at Champaign, Illinois from 1946 to 1947. He served with the United States Navy during the interim period. He taught normal children in the Junior High School from 1947 to 1951 at Oak Park, Illinois. The writer was superintendent of Hazel Crest, Illinois schools during 1951-52 when he was recalled for active service in the United States Navy. He held the post of superintendent of schools in District Number 3, Du Page County, Illinois from 1955 through 1957. He is presently Supervisor of Mental Health Services in the Wisconsin State Department of Public Instruction.
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The writer is deeply grateful for the painstaking care which Mrs. Adelaide Brusso exercised in the typing of this work.

Special thanks is given to Dr. John Wozniak, head of the Department of Education at Loyola University, and to the members of the dissertation committee, Dr. Jasper J. Valenti, chairman; Dr. Ernest Proulx; Dr. Henry Malecki; Mr. William Meyer; and Mr. Carter Friesberg.
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CHAPTER I

INTRODUCTION

Purpose of the Study

This study has been undertaken to determine the status of guidance in the elementary schools in Illinois, and to evaluate the program using as criteria a checklist for the Guidance Program, Appendix III, which was adapted for elementary schools from Clifford E. Erickson and Glenn R. Smith. To date, there is no evidence of such a study which would determine to what extent guidance has been incorporated into the elementary school program, how faithfully these programs have been put into practice, or how they have been expedited.

Setting of the Study

For approximately half a century, there have been three movements afoot to assist people in schools as well as in other walks of life to adjust to situations and to make logical choices. These are testing, mental hygiene, and guidance. That these programs have been introduced in schools is well known, but how competently and how persistently they have been carried out in Illinois elementary schools has to this date, and to the author’s knowledge,

not been made clear.

Since it is required by law that every child in Illinois, and other states too, be given a common school education, we have a situation in America that is unparalleled in other countries. Here several million children enter school by way of kindergarten or first grade each year. "As attendance in school of children of school age has approached 100 per cent, the average level of academic potential in any classroom has decreased because the least educable and the least interested have been the ones most recently enrolled."

Needless to say, this situation brings in not the average to brilliant child who looks forward to the school situation, but also those children who because of emotional, physical, or mental handicaps are neither ready for nor often interested in education or any form of self-improvement.

Generally, it has been the practice of the schools to fit the child to the educational program. These mass-production methods, of which our present age-grade system is one example, have resulted in a compromise where socialization is given the same importance as intellectual prowess. It is apparent that Bernard, James, and Zaran allude to the traditional curriculum taught in the traditional manner.

The approach to education seems to have been based on a presupposition that the learner had the "capacity to learn a standardized set of materials


3 Ibid
at any age-grade level; it has also been an approach which only took into account the overt behavior of the child in relation to his mastery of the subject matter." A newer approach is to "teach them as individuals; recognizing that each is a separate entity."

"Educational philosophers and theorists" though disagreeing in specific purposes for education, "have all recognized (1) some type of social and economic order and (2) an individual to be brought into adjustment with this order so as to produce a real satisfaction to the individual and as great a contribution as possible to the social order."

To facilitate this more modern form of education, the three movements (1) of measuring intellectual achievement, (2) of guidance, and (3) of mental hygiene were selected as having the most significant impact.

The testing movement started as a means for measuring educational achievement.

Beginning in 1907, Edward Lee Thorndike, educational psychologist at Columbia University, who had just previously mastered the field of statistical methods, stimulated a number of candidates for doctor's degrees to develop a wide variety of fields tests, scales and examinations . . . - particularly on the acquisitions of information and skills. More recently, much progress has been made in the development of techniques and devices for measuring . . . the development or possession of attitudes, ideals, concepts, interests,
emotional stability, adjustment to various segments of environment, understandings, etc.

The second of these movements in education is the guidance movement. It appears to have been primarily concerned in its early inception only with vocational guidance. Frank Parsons, one of the early proponents of the guidance movement, defines the function of guidance as the individual having

... (1) a clear understanding of yourself, your aptitudes, abilities, interests, ambitions, resources, limitations, and their causes; (2) a knowledge of the requirements and conditions of success, advantages and disadvantages, compensations, opportunities, and prospects in different lines of work; (3) true reasoning on the relations of these two groups of facts.

The third of these movements is the mental hygiene movement, which is currently concerned with the prevention of mental disorders. It started as a crusade to bring better treatment to patients suffering from mental disorders. Clifford Beers is generally recognized as having given this movement its early impetus.


8 Frank Parsons, Choosing a Vocation (Boston, 1909), p. 3


10 Clifford Beers, A Mind that Found Itself (New York, 1935).
Three-quarter of a million patients are at present in institutions for psychiatric treatment. About 200,000 new patients are admitted annually. In World War II, 8 per cent of those called up were rejected as being mentally or emotionally unfit. Over one-third of those discharged before V-E day were neuropsychiatric cases. "Virtually all of these patients were once students in our schools. Many of them were already manifesting, as children, the weaknesses that later led to their collapse. If the school had been more sensitive to their difficulties in adjustment and if appropriate therapeutic help had been provided in time, some of those who are now incapacitated might be living more fruitful lives."

How much carry-over there is of the guidance given in school into later life is questionable. Yet it is a known truth that good behavior and emotional patterns set in the formative years are the goal of all good psychiatrists as a deterrent to later mental illness.

Is it not therefore the responsibility of the school to avoid adding to a child's possible existing difficulties, and to aid the child in the formation of habits which will help him face his problems realistically.

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11 Harry N. Rivlin, "The Role of Mental Health," *Mental Health in Modern Education*, pp. 11-12.

12 Ibid

13 Ibid

14 Ibid
and not add real or imaginary difficulties? Too often children can and, apparently, do carry these perplexities over from school as well as from home.

The emphasis for guidance in the elementary school appears to be grounded in the need for the maintenance of a state of good mental health in the pupils that the school serves. In order to assist this process, knowledge of "... the conditions that will lead to good mental health," appears to be necessary. Bernard, James and Zeran recognized three mental health hazards in the schools, namely competition, traditional marking practices, and fear of failure. Other hazards which present "articulation" problems are the large gaps or steps beginning with (1) the step from home to school, (2) the step made in learning to read, and (3) the step from the elementary to the secondary school.

The fact that children do not usually achieve up to their potential, together with the fact that some children with good ability are severely retarded educationally, dictates the need for assistance from fields outside of education itself.

Very little was written about elementary school guidance before World War II. Since that time, a number of studies have been made and a greater

15 Ibíd., pp. 35-44
16 Douglass and Grieder, pp. 127-132.
emphasis appears to be given to it. Six texts have been written to date on guidance in the elementary school.

In Illinois, a study of Junior High School Guidance Practices was conducted by a committee of junior high school principals and guidance workers under the auspices of the Junior High School Association of Illinois.

In 1950, the Superintendent's Round Table of Northern Illinois made a recommendation to the School Problems Commission in order to promote what they termed a cooperating school unit. One of the provisions, in Appendix I, was the recommendation for a definite program "for school health, and guidance and adequate records . . . beginning in the kindergarten and extending through high school." The Superintendent's Round Table has apparently recognized the desirability of guidance and records programs and has stated that there is a justifiable place and need for guidance in the elementary schools.

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17 Bernard, James and Zaran, Guidance Services in Elementary Schools, (New York, 1954); Roy DeVerl Willey, Guidance in Elementary Education (New York, 1952); Ervin Winfred Detjen and Mary Ford Detjen, Elementary School Guidance (New York, 1952); Raymond N. Hatch, Guidance Services in the Elementary School (Dubuque, 1951); Harold F. Cottingham, Guidance in Elementary Schools (Bloomington, 1956); Martinson and Smailenberg, Guidance in Elementary Schools (Englewood Cliffs, N.J., 1958).


19 Lewis Morgan et al., ed., "Report to School Problems Commission on changes in the State Aid Formula to promote desirable reorganization of districts!" (Superintendent's Round Table of Northern Illinois, Chicago, 1950).
It has been with these facts in mind that this study has been undertaken. It is an attempt to determine to what extent guidance has been incorporated in the elementary schools of Illinois. That there is a lag between "theory or initial experimentation and practice" and that "this gap cannot be closed immediately upon the appearance of evidence that something needs to be done to implement desirable changes," is recognized by Glenn E. Smith.

Procedure

Two steps were employed in this study for determining the practices for guidance in elementary school districts of Illinois. The first of these was a survey of the total distribution of districts which were distinctly elementary and were employing more than eight teachers. A questionnaire was circulated to 404 districts which met these standards.

The questionnaire was designed to gain an overview of guidance practices in Illinois and to serve as a means for identifying districts for more intensive study. Items in the questionnaire were constructed primarily to gain facts about the practices in the various districts. Three modified,


21 For wording of Questionnaire see Appendix II, pp. 118-121

Likert-like items which are used in attempts to determine attitudes were constructed in the questionnaire to gain a limited insight into administrators' views on guidance.

The questionnaire was submitted to all members of the dissertation committee for evaluation and suggestions. The suggestions and correcting responses were adopted. The revised questionnaire was resubmitted to several members for final approval prior to duplication and circulation.

The second step was to follow up the questionnaire with an interview in those districts, 21 in all, which had developed guidance programs to the extent of assigning staff personnel to guidance services, either on a full or part time basis. In visiting the twenty-one districts selected for intensive study, the fact-finding checklist in Appendix III was utilized to facilitate further the interview and to insure coverage of those factors considered to be essential in elementary guidance. On it were noted the responses and any pertinent remarks by the interviewee on these specific issues. In addition, blank copies of pupil personnel records and literature about the various programs were requested from each of the districts visited.

Limitation of the Study

That a questionnaire has its weaknesses as a means of gaining information is known. The value of the questionnaire is dependent (1) on the time

23


24

and consideration given it by the recipient, (2) on the accuracy of the records, (3) on the number of responses, and (4) on the ability of the investigator to evaluate the findings. However, when the questionnaire is presented and then reinforced by an interview, it may be quite rewarding.

It is of the greatest importance that the attention be directed to the fact that Illinois is the one state which has been used in this particular study, and all results obtained in this study may or may not be applicable in other areas, and studies in other areas may or may not help to give some insight for such a study. These might show either a good overlap of information, or specific and repeated deviations due to geographical location, or legislative limitations.

Summary

While the author has limited this study to guidance, it was recognized by him that the three movements synthesized earlier may be treated as distinct disciplines.

It was with this in mind that he set out to determine, with as great accuracy as possible:

1. The status of guidance in Illinois elementary education and the persistence with which administrators have implemented programs that are consistent with their views.

25

2. What an ideal guidance program would offer school children.

3. To furnish a comparison of those Illinois programs studied with this ideal.
CHAPTER II

GUIDANCE AND ITS ADMINISTRATION

Guidance, in this study, includes not only that particular field of child aid but also the areas of mental hygiene and comprehensive, accurate records. These serve to buttress and strengthen the benefits of guidance to the child during his school years and in the future.

Delegation of Administrative Power

The public school systems of the United States were created primarily for the purpose, according to Lee O. Garber, of "promoting society's welfare." He further states "that courts hold that the public school is an agency of the government, that public education is a governmental function and that the school is a state institution." Schools by law, therefore should be under state administration and, by virtue of such delegation of state power, the legislature has unlimited discretion unless restricted by the constitution.

26

27
Ibid

28
Ibid
Henri Fayol, an outstanding French industrialist whose acumen in efficient, effective business administration had made him not only a much-demanded lecturer but also an author of pertinent articles in the field of administration as well, sets forth that there are six categories necessary to the successful operation of any enterprise. The category of administration he further decimates to reveal to have five definite functions; namely, planning, organizing, commanding, coordinating, and controlling.

It is with the first two of these functions, planning and organizing, that this study is particularly concerned. Fayol's term for planning, "prevoir," carries the connotation of long-range planning which would include foretelling future needs, taking into account the past defects and merits, and predicting the constant changes which would improve and facilitate the service. In combining administrative planning and organizing as he sees these functions, they include evaluation, projection, and imagination in conjunction with smooth, orderly execution of the project.

In school administration, the legislature, to implement the real or implied "constitutional mandate of the state," has enacted school laws

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30 Ibid

31 Ibid, p. 120

creating or permitting the formation of school districts.  

Such a school district, in turn, elects a board of persons who derive their legal authority from constitutional and legislative enactments and function as "state officers" for that district. This is necessary as conditions in each community vary widely as to income, occupation, etc., and fluctuate markedly over an area as large as anyone of our states. What is a painful problem in one district may be non-existent in another. This board, in turn, employs a superintendent who becomes the executive officer of the board.

In this sense, the superintendent not only is part of a state group and community group, but is a liaison tying the school and its components, faculty and children, into a functioning whole. As such a person, he more adequately than any other can best handle guidance. It is as the board's technical advisor in educational matters and because of the discretionary and fact-finding powers allocated him that he is the logical administra-

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33 Ibid
34 Ibid
35 Barber, p. 33
36 Remmelin, p. 36
37 Ibid, p. 15
38 Ibid, p. 17
Approaches or Views of Guidance

Detjen and Willey support the thought that "classroom teaching is inseparable from guidance." Many administrators also hold this opinion.

This first point of view could be termed the "personnel approach," and is directed according to the ability and time of the available people. A second point of view could be called a "functional approach" - in this situation a unit would be organized to deal with a specific kind of problem. A third approach stems from the problems of the individual in relation to himself and to his environment. This could be termed the individual or "client-problem centered" approach. An organization would be created to help children solve their problems in this last instance.

The first approach to guidance appears to be an attempt to deal with the problems of children by a school staff as traditionally conceived. The need for an added service is obviously recognized. Staff expansion, however, was probably not undertaken for one or more of several reasons. These appear to be (1) based in the belief or fond hope that the classroom teacher, unaided, had the ability and time since she worked directly with children to do the entire job; (2) an inability or refusal to recognize a need for a program


41 Smith, p. 4.
in elementary schools with an organization to deal with their problems; (3) a lack of recognition of the value of guidance services when related to increased costs of the educational program; and/or (4) an inability to finance such a program under Illinois law as it then existed. In addition, the group of administrators who based their program on this thinking failed to take into account the wide differences which exist in teacher ability and in teacher preparation.

In the second, if all facets of guidance were represented, as educational, health, social, vocational, and emotional would be ideal, but for the average school district prohibitive financially. The weakness of this approach is that administrators would, because of financial limits, bypass or touch lightly on some forms of guidance and deal primarily with those they favor. Thus one school would stress vocational, educational, social, health or marital guidance in accordance with the administrator's evaluation of the importance of each field. As in specialized medicine, it is rarely impossible to find the need for corrective measures in any given branch—as in chest, abdominal, psychiatric, orthopedic—as in guidance, help may be needed acutely in one or more of the areas. If, due to financial exigencies, the administrator has had to close his mind to all but one or two facets of guidance he may find himself in the position of a specialist who meticulously treats a minor chest condition only to find his patient has died of a ruptured appendix.

The third approach was best expressed by Roeber, Smith, and Erickson when they sought the answers to the questions: "(1) What are the guidance needs of the pupil? (2) To what extent are their needs being met under
present conditions? (3) How can the schools better meet their needs?" The acceptance of this third point of view is based in the belief that the schools can and should provide a service which will avoid the questionable conditions as shown on page 4 of this study when quoting Rivlin about the incidence of mental disorder. An organization in education can be provided to assist the children and/or the teacher in realistically meeting the needs of the children. Where the teacher lacks competence or time to be effective, assistance from fields outside of education could then be sought as shown on page 5 of this study.

In accepting this third approach, the implications of finance were seriously considered. Whereas the cost of financing school programs would obviously rise as another group of workers would be provided in the schools, it is believed that effective work would obviate the need for prolonged institutional care and also the accompanying misery and cost when breakdowns occur in adult life. Thus, this is accepted as the most practical procedure in guidance not only from the individual's situation, but for the future benefit of society as well.

The Role of Guidance

Broudy, enlarging on Rivlin's statement of the role of mental hygiene gives a fairly competent picture of its place in a school's program.

The emphasis of the modern mental hygiene movements on emotional health is sound, but the insistence that it is the first business of the school is more dubious. School is rarely a psychological hazard

for children who are emotionally health, and it is rarely a remedy for those who are not. The schools responsibility, like that of the parents, is not to frustrate the pupil unduly, but to help him bear the imediments of life. 43

The accepted procedure is for the schools to organize, support, direct, and control the services related to the health program. Physical as well as mental health plays an important part in education, yet as Moehlman points out, so often our schools have little or no access to nursing service.

Moehlman further states, in a review of the widely varying statements of the principal functions of education, "there is only one which specifically includes 'physical and mental security' in its purposes." While the necessity of a good mental and physical state was implied to be needed, it could not be construed as a primary requisite to be furnished by schools. Yet, he continues, "When teachers find it impossible to perform their functions because children come to school undernourished, socially maladjusted, physically ill, or without sufficient or appropriate clothing, they may not ignore the need for alleviation of these distressing conditions."

Cursory observation called attention to the close relationship between guidance, physical health, and instruction. This relationship designated the necessity for these three services to maintain a balance in order that an


44 Arthur B. Moehlman, School Administration (Boston, 1940), p. 183

45 Ibid, pp. 30-65

46 Ibid, p. 196
effective learning situation would be achieved.

It is evident, therefore, that the administrator must be in agreement and in support of the program if it is to be effective, as little can be done without his endorsement.

**FIGURE I**

**EFFECT OF IMBALANCE OF SUPPORTING SERVICES**

![Diagram of Learning, Health Services, Guidance Services, and Administration]

Figure 1, above, attempts to picture the effects of health services and guidance services adequately and inadequately implemented in the schools. Where both groups of services are well balanced, learning takes place. When either service falls short, imbalance results and learning is hindered.

The **Purpose of Guidance**

The purposes of guidance are multiform. Early workers in vocational
guidance found that the ramifications were numerous. It is to this group that the language pattern used in guidance owes its origin and, for the time being, its form as well.

This earlier subdivision of guidance is furthered by some of our more recent writers in the field. Snyder says, "the six antecedents which authorities regard as basic to an understanding of the evolution of pupil-personnel practices are: (1) the measurement movement, (2) vocational guidance, (3) educational guidance, (4) the clinical method of guidance, (5) individualization of mass education, and (6) scholastic motivation."

Myers recognized that "... many come to the end of high school having reached no decision vocationally. Choices that have been made are sometimes the result of the influence of a parent or friend whose occupational information is limited."

That, as yet, it is an inexact field without definite lines of demarcation, is pointed out by Snyder.

"The seeker finds himself confronted with a baffling array of expressions some of which are used synonymously with the term guidance and others used to express widely divergent points of view as to the meaning of the term. Some regard guidance as being (1) synonymous with organized education, or (2) as a

47 George E. Myers, The Problem of Vocational Guidance (New York, 1934) p.2


49 William Martin Proctor, Educational and Vocational Guidance (Boston, 1925); David I. Cohen, Principles and Practices of Vocational Guidance (New York, 1929); George E. Myers."
method by which instruction is individualized, or (3) as teaching. Others use it interchangeably with the term 'pupil personnel', while some think of it in the restrictive sense of its being the aid given to an individual who is making a choice as to a career, or as to the act of counseling." 50

In order to accomplish the desired effect that the student may achieve up to the limits of his ability in educational and social integration, it is necessary to so organize and integrate both the materials and personnel that, through proper use of the school's resources, the child may more nearly reach the ultimate goal. This is the true purpose of guidance programs and most efforts have been made along this line of procedure.

General Overview

The literature in the field shows marked agreement in recognizing (1) the need for pertinent information about the child, (2) information about and empathy for the problem which may influence or color choices, (3) aid, at times, in assisting the child to select the next step compatible with the counselee's logical choices and the child's aspirations, and (4) discussion and evaluation not to force the counselors' judgment on the child but to assist the child to understand and adjust to the situation. It is through this last step that one can determine the effectiveness of the guidance program itself.

In order to accomplish the general purposes of guidance, several writers have defined the guidance program in terms of services which it should render.

50
Ibid, pp. 38-39
There are some minor deviations from the presentation made here on the part of several of the writers, but in later work, as definition proceeds, there is more agreement and the following services appear to be quite firmly established:

1. Individual inventory service
2. Information Service
3. Counselling Service
4. Placement Service
5. Follow-up Service

FIGURE II

OPINIONS OF MODERN WRITERS ABOUT FIVE GUIDANCE SERVICES 51

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<td>modified</td>
<td>modified</td>
<td>modified</td>
<td>modified</td>
</tr>
<tr>
<td>Detjen and Detjen</td>
<td>yes</td>
<td>treated</td>
<td>treated</td>
<td>treated</td>
<td>treated</td>
</tr>
<tr>
<td>Roy DeVerl Willey</td>
<td>yes</td>
<td>yes</td>
<td>yes</td>
<td>yes</td>
<td>modified</td>
</tr>
<tr>
<td>Martinson &amp; Smallen-</td>
<td>yes</td>
<td>yes</td>
<td>yes</td>
<td>modified</td>
<td>yes</td>
</tr>
<tr>
<td>burg</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

51

Figure II, page 22, gives a brief summary of the view of several of the modern writers in this field in relation to acceptance of the five basic services above. It is noted that Cottingham qualified a modification of the services as presented by modern writers in the secondary education field.

THE INDIVIDUAL INVENTORY SERVICE

This service is concerned with the compilation of data about a child to be used in aiding him, as well as aiding those counseling the child, to have a better understanding of himself as an individual. Smith is definite in the dependency effective counseling has upon the knowledge of the individual to be counseled so it is not illogical that recording this information is often the first step in setting-up a guidance program. That schools have a wealth of accumulated information about their pupils in the form of cumulative records, anecdotal records, autobiographies, tests and other devices, Smith is well aware. All of these augment the effectiveness of the guidance program.

51 (continued)
1951), p. 113

52
Smith, p. 74
Test Records. Tests are important because they can point out the inconsistencies between the potential and the achievement, or as in the case of projective techniques, can show the inconsistencies between ideas which the individual holds and those which are called "normal" by society. They fall short in that they do not determine the causative factor so it becomes necessary, if the pupil's achievement does not equal his suspected potential, to seek other information. In this manner one may find those factors which are inhibitions to his development.

Anecdotal Records. An argument similar to that for tests could be advanced for anecdotal records. These point out patterns of behavior. They also, however, sometimes point out a clue as to the act or kind of act which sets off a behavior pattern so that one may possibly, by implication, deal with causes in such a case.

Cumulative Records. As defined by Traxler, "the words cumulative record are properly applied to any record that is formed and becomes larger by successive additions." The use of this kind of record keeping makes possible an easy review of vast amounts of data which can be used to determine quickly the ability, present status, and growth of the individual concerned.

Case Record. As Traxler points out, even the best of records will not provide complete data. Data are entered at regular intervals and often

53

54
Ibid, p. 286.
much time elapses between entries. With the emphasis on individualizing instruction and on mental hygiene, there appears to be a need for information which will give the coherency and articulation necessary for adequate interpretation. The case history and case study appear to fill this need...

All of the records in the school about an individual are then brought together and an intensive study of the individual is made by interviewing the various persons concerned with the pupil and often the pupil himself.

INFORMATION SERVICE

Hatch states that the information service consists of three phases—occupation, educational and orientation. Smith, on the other hand, states that the purpose of this service is to make available certain kinds of information not included in the instructional program. He cites Fowler's statement.

...All of the activities in the school involved in securing and making available to pupils information about occupational and educational opportunities and requirements; and about activities agencies and services in the school and community which the pupil may use to solve his personal problems.

55 Ibid., pp. 284-286
56 Raymond N. Hatch, Guidance Service in the Elementary School, (Dubuque, 1951), p. 67
57 Smith, p. 166
The Illinois Program calls attention to the need for authentic information concerning occupations and training opportunities, personal adjustment and social relationships. To further aid guidance, Bernard, James and Zeran do not treat this service in the same manner as those cited earlier. They deal simply with community resources and public relations. There does not appear to be any obvious disagreement on the subject, but there is apparently a marked narrowing of the physical bounds within which the pupil's mind may range. This may have been done as an attempt to adjust the subject to the level of the elementary school pupil. In short, there is a recognition of a need for information about the environment from which the pupils come. All of the authors cited are in perfect agreement on this last point.

**THE COUNSELING SERVICE**

Smith recognizes counseling as the focal service in guidance. An understanding of this service appears to be based on understanding the position of and the roles of the persons concerned. Arbuckle calls counselling the core of any personnel system. He points out the confusion which envelopes this service when he calls attention to the various views held by persons

59  

60  
Bernard, James, and Zeran, Ch. 10.

61  
Smith, p. 253

62  
who have and are influencing guidance. He points out the gap which exists between non-directive and directive counselors. These differences will not be dealt with, but are pointed out as being present.

Counseling. In counseling, it is necessary to consider every aspect of the individual—his intellect, emotions, physical being, aesthetic values, skills and aptitudes, means of recreation, moral and religious values, social adjustment, and his environmental situation. This concept calls attention to the apparent need for focusing attention in the counseling situation on information about the client and on information about his environment. "... most clinical counselors will agree that it (counseling) is a person-to-person relationship."

Personnel for Guidance. There appears to be some controversy in elementary school guidance as to who shall counsel the pupil. It appears that all who come into contact with the pupil at one time or another do counsel him. Clarification of the teacher's role and the point of view accepted for guidance will substantially reduce what confusion exists. Arbuckle recognized three viewpoints: The professional, the semi-professional and the non-professional.

63 Ibid, p. 3
64 Ibid, p. 5
65 Dugald S. Arbuckle, Teacher Counseling, Addison-Wesley Press, Inc., Cambridge, 1950, pp. 9-10
**Who Will Counsel.** The first view holds counseling to be an intricate and complicated process to be performed only by skilled workers. He recognizes difficulty in financing the cost of counseling in schools by posing the question as to how administration will accept the greater burden of financing professionally trained counselors.

The semi-professional view believes that counseling will be performed by teachers who have shown interest in counseling and have had some professional training.

The third view is embraced by those who feel that counseling will be performed by all teachers. Arbuckle, in his *Teacher Counseling*, recognizes the weakness in this reasoning since curricula in teacher training institutions do not usually train teachers for competence at the undergraduate level in this field at present. Further, there are those who feel the teacher cannot be effective in counseling as long as he plays a dual role; that of disciplinarian and counselor. On the other hand, there are those who feel that understanding of and acceptance of the pupil's feeling does not mean that there is agreement with it. He further observes that many classrooms function effectively with no indication of a mailed fist.

Kawin recognized that, "although the classroom teacher is in a key position to help the child in solving his problems, there are those children whose problems are much too complex to be solved without intensive work beyond the classroom." She points out a need for referral when the problem is beyond

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the teacher's competence. She limits the scope of action of the teacher to the point where therapeutic techniques are needed.

The School Administrator. As stated earlier, the school administrator is generally regarded as executive officer and technical advisor to the board of education. Without his active support, the program has little chance for success since the finances and policy of the board of education are required to support this program. The influence of the administrator for these reasons cannot be underestimated as he not only has to convince the board that the services are needed, but has to have the ability to execute the program effectively.

Specialized Personnel. Smith noted in 1951 that "guidance services are still in the process of emergence from the classroom as services incidental to the instructional program."

Teachers can and will continue to give counsel to pupils, but guidance is not a service to be rendered by them alone by virtue of the time factors involved. Specialized training is necessary for good counseling as well as a good pupil-teacher relationship.

By the same token, Arbuckle recognizes that many classroom teachers do effective counseling. He expresses a hope that the teacher, at a future time, will do all the counseling. This may be due to a recognition of a heavier

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67 Michelman, p. 117
68 Smith, p. 25.
69 Arbuckle, pp. 10-13
financial burden when specially trained persons are employed, or to the fact that the teacher has an opportunity to study the child for a longer period of time in his social and educational environment.

There is a general agreement that specialized personnel are required. "There will be a need for guidance specialists to confer from time to time with groups of teachers to help them gain greater proficiency in meeting the needs of youth." Smith takes another point of view on counseling. "The guidance program should not be superimposed upon the existing school program ..."

Both points of view recognize a need for specialized services. Due to the reasons mentioned earlier, not all classroom teachers have the skill, time, or sensitivity to do effective counseling. For these reasons, specialized personnel are necessary for counseling, for bridging the gap between teaching and counseling, and for conferring with teachers on pupils' problems.

THE PLACEMENT SERVICE

There is some evidence to support the belief that the placement service is not always considered essential in the elementary school. Hatch recognizes little need for this service in the elementary school. He does, however, respect its importance in the total guidance program as an aid to the individual's post school adjustment.

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Smith, p. 25.

Hatch, p. 18.
Orientation and Adjustment. These two aspects of the guidance program appear alternately to be techniques or outcomes. Michelman refers to adjustment as an outcome and to orientation as a service.

Orientation may be directly a part of the curricular offerings. It may be taking place during a counseling interview when intellectual information is being sought by the counselee. If the orientation were effective and intelligent, little need would exist for counseling.

Adjustment, on the other hand, appears to be concerned with what happens within the student with relationship to his surroundings. Bernard, James, and Zeran refer to techniques of adjustment--a means for assisting the inner adjustment. They list four steps of Dorothy Baruch in meeting the problem.

1. Try to understand the child's feelings objectively
2. Objectively accept the child's feeling as genuine
3. Demonstrate this objective understanding and acceptance to the child by telling him how he feels
4. Point out the limits to behavior and indicate the areas of free choice.

Michelman devotes a whole chapter in the Illinois handbook discussing "Adjusting to the Next Step." Taken in context, it is well to consider an adventitiously deaf pupil. Many aspects of his life are affected. Educational and vocational placement need to be considered, as well as the personal ad-

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73 Michelman, p. 84.
74 Hatch, p. 67.
75 Arbuckle, p. 6
77 Michelman, Ch. V
justment necessary to compensate for the deafness. Similarly, "normal" children have problems. One doesn't learn as fast as the others. Another cannot draw as well as the rest of the group. The problems, though different, have similar elements. The children must learn to live with a relatively unchanging condition.

**FOLLOW-UP SERVICE**

Hatch recognizes limited needs for this service in the elementary school since the pupils usually go directly to high school. He notes, however, that this area should not be overlooked since much valuable help may be had for improvement of educational experiences in the elementary school. Hatch appears to be on firm ground since the high school, being an educational institution, has taken over the responsibility of adjustment from the elementary school. This is noted in view of the fact that the elementary schools in this study are distinctly separate administrative entities from high schools.

Michelman calls it a service "through which the school maintains systematic contacts with pupils after they have left school."

**SUMMARY**

In view of the foregoing, it is established that guidance experts consider five services basic to a total guidance program; namely:

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78
Hatch, p. 18.

79
Michelman, p. 97
1. Individual Inventory Service,
2. Information Service,
3. Counseling Service,
4. Placement Service, and
5. Follow-up Service

In the elementary schools, the five services in the general area of guidance should be coordinated and adjusted so that they may be applied specifically to assist children of elementary school age. The greatest amount of review and revision appears to be needed in the placement and follow-up services.

Guidance appears to have become a part of the schools' program when assistance for children is needed which cannot be given through the instructional program or the health program. The teacher plays an important role in the program, but since she cannot render the services for the total program, assistance from some source outside the instructional program is necessary. Specially trained persons are needed who have ample time to perform such services as are demanded by the situation.

Generally, guidance is that group of services which are rendered to assist the children in solving their problems, or to assist them to live with their problems. It is a province of the schools when the learning of the children is impeded to aid the child to a better adjustment.
CHAPTER III

THE STATUS OF GUIDANCE PROGRAMS

The Questionnaire

A questionnaire was used in this study to get as much information as possible from a representative group of school districts concerning their guidance programs to enable the author to determine the status of each program and the individual administrator's reaction to these programs. Out of 404 questionnaires sent out, 40.6 per cent (164) of the districts replied.

Opinions of Administrators

The information in this section is based on the questions asked in sections 1 and 1a of the mailed questionnaire. The purpose of the groups of questions was to determine the consistency with which administrators held their expressed views as well as to show agreement and disagreement in their interpretation of guidance and in the handling of it.

Table 1, page 35, shows that 45.1 per cent of the administrators who responded stated that there was a guidance program in operation in their schools, and 51.8 per cent said there was no guidance program. Approximately one-third of those without programs said there was a need for one in their schools, while one-eighth said there was not.

It is interesting to note that somewhat over 80 per cent agreed that guidance was good instruction. Almost half said that guidance was concerned with those services not in the curriculum and three per cent said guidance
was not instruction. Eighty-two and nine-tenths per cent took the broad view that guidance is the activity which assists the individual child to interpret information relative to himself.

TABLE I

OPINIONS OF ADMINISTRATORS OF 164 ELEMENTARY SCHOOL DISTRICTS OF ILLINOIS

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>Unanswered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is there a guidance program in your school?</td>
<td>74</td>
<td>85</td>
<td>5</td>
</tr>
<tr>
<td>If not, is there a need for one?</td>
<td>54</td>
<td>21</td>
<td>89</td>
</tr>
<tr>
<td>Guidance is good instruction</td>
<td>132</td>
<td>5</td>
<td>27</td>
</tr>
<tr>
<td>Guidance is concerned with all those services not in the curriculum</td>
<td>79</td>
<td>43</td>
<td>43</td>
</tr>
<tr>
<td>Guidance is the activity which assists the individual child to interpret information relative to himself</td>
<td>136</td>
<td>1</td>
<td>27</td>
</tr>
<tr>
<td>If you do not have one, do you propose to organize a guidance program in your school?</td>
<td>21</td>
<td>53</td>
<td>90</td>
</tr>
</tbody>
</table>

Although 32.9 per cent said there was a need for a guidance program in their schools, only 12.8 per cent propose to organize one.

Significantly, 82.9 per cent accepted the general view about guidance as shown above. At the same time, a significant number of superintendents (80.5 per cent) confuse the processes of guidance and instruction.
The controversy in guidance which was cited in pages 23 to 29 of this study, citing Arbuckle's analysis, is no less intense in Illinois than it is elsewhere. The lack of agreement about guidance, among respondents to the questionnaire, is adequately shown in Table I. The confusion which exists seems to be introduced because school personnel and those with special training do not have a common understanding of guidance. This is also related to the administrative problem of financing. For these reasons, it appears easy for administrators to embrace the idea that the teacher is adequately equipped to do the entire task.

**Certification of Guidance Personnel**

Reviewing the twenty-three districts which had full time guidance workers, the results of the questionnaire showed some inconsistencies. The results as shown in Table II indicate that 6.7 per cent of the responding districts indicated that full time guidance workers were employed and at the same time.

**TABLE II**

**CERTIFICATION STATUS OF GUIDANCE PERSONNEL**

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>Unanswered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Does your district have a full time guidance worker?</td>
<td>11</td>
<td>152</td>
<td>1</td>
</tr>
<tr>
<td>If you have a full time guidance worker, is he certified by the state department?</td>
<td>12</td>
<td>11</td>
<td>141</td>
</tr>
</tbody>
</table>

7.3 indicated that they had full time guidance workers who were certified.
Personal Assigned Tasks in the Guidance Program

It is not surprising to find that an overwhelming number of districts assigned teachers and principals to guidance while a very limited number employed specially trained persons in this area. It is significant to note that 17.7 percent (29) of the districts assigned persons other than those listed in the questionnaire. In almost all cases this person was the school nurse.

TABLE III
PERSONNEL ASSIGNED TASKS
IN THE GUIDANCE PROGRAM

<table>
<thead>
<tr>
<th>Persons Assigned to Guidance</th>
<th>DISTRICTS WHICH SAID YES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Teacher</td>
<td>129</td>
</tr>
<tr>
<td>Principal</td>
<td>126</td>
</tr>
<tr>
<td>Director of Guidance</td>
<td>15</td>
</tr>
<tr>
<td>Counselor</td>
<td>28</td>
</tr>
<tr>
<td>Psychologist</td>
<td>11</td>
</tr>
<tr>
<td>Psychometrist</td>
<td>1</td>
</tr>
<tr>
<td>Other</td>
<td>29</td>
</tr>
</tbody>
</table>

Most schools were in agreement that all persons on the school staff can and should assist the children to the extent that their time, ability, and training permitted.

Guidance Responsibilities of the School Staff

Sixty-six and five-tenths per cent of the administrators assigned a varying degree of responsibility for counsel to the teachers. The rest had spe-
cific personnel or used themselves as guidance workers.

Included in the areas of guidance responsibility were thirteen items. In ten of the thirteen items in Table IV, pages 39 and 40, approximately half or more of the principals had some responsibility for this activity. The areas wherein less than half of the districts assigned responsibilities to principals were (1) for instruction, (2) for the follow-up of early school leavers, and (3) reporting of pupil progress to parents. In all of these three items somewhat over a third of the districts assigned some responsibility to the principal.

In the assignment of responsibility to personnel other than those specifically mentioned, the other person was, in almost all cases, the school nurse. The psychologist, guidance director and psychometrist are not discussed here. While the data are presented for perusal and are positive indications that specially trained persons were considered necessary for a total guidance program, the number of districts financially able to employ such persons was quite few.

The counselor is discussed here since it is possible to draw some conclusions as practice is sometimes consistent with theory. Teachers and principals were almost universally assigned tasks in guidance which included a heavy stress on working directly with the children as shown in the accompanying table. The number of counselors so assigned was far less. However, it should be borne in mind that only a few of the districts employed counselors. This was not true of teachers. As shown in this study in the section on Who Will Counsel (p. 28), there is agreement by Arbuckle and Kawin that teachers may not have certain competencies and will need assistance
<table>
<thead>
<tr>
<th></th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assist in Decision</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>to Promote or Fail</td>
<td>120</td>
<td>73</td>
<td>2</td>
<td>134</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parent Conferences</td>
<td>124</td>
<td>75</td>
<td>6</td>
<td>114</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Consultative service</td>
<td></td>
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<td></td>
<td></td>
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<tr>
<td>for school staff</td>
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<td></td>
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<td></td>
<td></td>
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<tr>
<td></td>
<td>26</td>
<td>15</td>
<td>9</td>
<td>83</td>
<td>50</td>
<td>6</td>
<td>18</td>
<td>11</td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>Assigned Responsibility</td>
<td>Teacher</td>
<td>Principal</td>
<td>Counselor</td>
<td>Director</td>
<td>Psychologist</td>
<td>Psychometrist</td>
<td>Other</td>
<td></td>
<td></td>
<td></td>
</tr>
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<td>-------</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Instruction</td>
<td>123:80.5:94</td>
<td>57.3</td>
<td>3</td>
<td>2.8</td>
<td>4</td>
<td>2.4</td>
<td>1</td>
<td>0.6</td>
<td>6</td>
<td>3.7</td>
</tr>
<tr>
<td>Discipline</td>
<td>130:79.5:122</td>
<td>74.4</td>
<td>7</td>
<td>4.3</td>
<td>3</td>
<td>1.6</td>
<td>1</td>
<td>6.5</td>
<td>-</td>
<td>0.0</td>
</tr>
<tr>
<td>Attendance</td>
<td>116:70.7:90</td>
<td>56.5</td>
<td>1</td>
<td>0.6</td>
<td>2</td>
<td>1.2</td>
<td>1</td>
<td>6.6</td>
<td>-</td>
<td>0.0</td>
</tr>
<tr>
<td>Counsel</td>
<td>109:66.5:106</td>
<td>64.6</td>
<td>23</td>
<td>14.0</td>
<td>10</td>
<td>6.1</td>
<td>7</td>
<td>4.3</td>
<td>1</td>
<td>0.6</td>
</tr>
<tr>
<td>Tests</td>
<td>112:66.3:81</td>
<td>49.4</td>
<td>5</td>
<td>3.0</td>
<td>10</td>
<td>6.1</td>
<td>9</td>
<td>5.5</td>
<td>1</td>
<td>0.6</td>
</tr>
<tr>
<td>Follow-up early school leavers</td>
<td>16:9.8:59</td>
<td>36.0</td>
<td>3</td>
<td>1.8</td>
<td>4</td>
<td>2.4</td>
<td>-</td>
<td>0.0</td>
<td>-</td>
<td>0.0</td>
</tr>
<tr>
<td>Report pupil progress to parents</td>
<td>136:18.2:61</td>
<td>37.2</td>
<td>7</td>
<td>4.3</td>
<td>6</td>
<td>3.7</td>
<td>1</td>
<td>0.6</td>
<td>-</td>
<td>0.0</td>
</tr>
<tr>
<td>Assist orientation of new children</td>
<td>132:80.5:94</td>
<td>57.3</td>
<td>8</td>
<td>4.9</td>
<td>6</td>
<td>3.7</td>
<td>1</td>
<td>0.6</td>
<td>-</td>
<td>0.0</td>
</tr>
<tr>
<td>Follow-up gradds.</td>
<td>19:11.6:77</td>
<td>47.0</td>
<td>7</td>
<td>4.3</td>
<td>7</td>
<td>4.3</td>
<td>1</td>
<td>0.6</td>
<td>-</td>
<td>0.0</td>
</tr>
<tr>
<td>Assist selection of H.S. curriculum</td>
<td>62:37.8:86</td>
<td>52.4</td>
<td>8</td>
<td>4.9</td>
<td>5</td>
<td>3.0</td>
<td>-</td>
<td>0.0</td>
<td>-</td>
<td>0.0</td>
</tr>
</tbody>
</table>
study does not make clear the extent to which the records were actually used as guidance aids. It is significant to note that in almost every district a very adequate guidance program could have been conducted by using the records then in existence.

Responsibility for Entering Data in Pupil Records

Table VI, page 43, shows personnel having responsibility for entering data in the various records maintained in the districts. As in the case of the responsibilities for activity in the guidance program, the teacher and principal carry the heavy share of the load.

It is noted that counselors have responsibility for entering data in cumulative records in 4.3 per cent of the districts. Twenty-eight administrators reported counselors on their staffs.

The other records which were maintained were again predominantly health records and the teachers were assigned responsibility for entering this data more often than the nurses.

Staff Having Access to Pupil Records

In almost all districts, 94.5 per cent as shown in Table VII, page 44, teachers have access to cumulative records. Principals were given access to cumulative records in almost as many instances as were the teachers (90.2 per cent).

Table VII also shows that 90.9 per cent of the districts do allow teachers access to test data and Table V, page 41, shows that 93.3 per cent of the districts do maintain test records.

Other personnel as shown in the Table VII did not appear to be given access to records to the degree that teachers and principals were. This is mis-
| Record | Director of: | Teacher | Principal | Counselor | Guidance | Psychologist | Chiropractor | Other | No. | %  | No. | %  | No. | %  | No. | %  | No. | %  |
|--------|--------------|---------|-----------|-----------|----------|-------------|--------------|-------|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| Cumulative | | | | | | | | | | 148 | 90.2 | 62 | 37.8 | 7 | 4.3 | 6 | 3.7 | 2 | 1.2 | - | 0.0 | 15 | 9.1 |
| Case | | | | | | | | | | 72 | 43.9 | 65 | 39.6 | 28 | 17.1 | 10 | 6.1 | 8 | 4.9 | 1 | 0.6 | 16 | 9.3 |
| Anecdotal | | | | | | | | | | 75 | 45.7 | 42 | 25.6 | 9 | 5.5 | 7 | 4.3 | 2 | 1.2 | 1 | 0.6 | 6 | 3.7 |
| Test | | | | | | | | | | 135 | 82.3 | 70 | 42.7 | 2 | 1.2 | 6 | 3.7 | 5 | 3.0 | 1 | 0.6 | 13 | 7.9 |
| Other | | | | | | | | | | 17 | 10.4 | 7 | 4.3 | - | 0.0 | - | 0.0 | 0 | 0.0 | - | 0.0 | 16 | 9.8 |
### TABLE VII

**STAFF HAVING ACCESS TO PUPIL RECORDS**

<table>
<thead>
<tr>
<th>Type</th>
<th>No.</th>
<th>%</th>
<th>No.</th>
<th>%</th>
<th>No.</th>
<th>%</th>
<th>No.</th>
<th>%</th>
<th>No.</th>
<th>%</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cumulative</td>
<td>155</td>
<td>94.5</td>
<td>148</td>
<td>90.2</td>
<td>31</td>
<td>18.9</td>
<td>14</td>
<td>8.5</td>
<td>25</td>
<td>9.1</td>
<td>2</td>
<td>1.2</td>
</tr>
<tr>
<td>Case</td>
<td>101</td>
<td>61.6</td>
<td>105</td>
<td>64.0</td>
<td>31</td>
<td>18.9</td>
<td>14</td>
<td>8.5</td>
<td>13</td>
<td>7.9</td>
<td>2</td>
<td>1.2</td>
</tr>
<tr>
<td>Anecdotal</td>
<td>85</td>
<td>51.3</td>
<td>84</td>
<td>51.2</td>
<td>20</td>
<td>12.2</td>
<td>11</td>
<td>6.7</td>
<td>10</td>
<td>6.1</td>
<td>2</td>
<td>1.2</td>
</tr>
<tr>
<td>Test</td>
<td>149</td>
<td>90.9</td>
<td>145</td>
<td>88.4</td>
<td>23</td>
<td>17.1</td>
<td>14</td>
<td>8.5</td>
<td>14</td>
<td>8.5</td>
<td>2</td>
<td>1.2</td>
</tr>
<tr>
<td>Other</td>
<td>20</td>
<td>12.2</td>
<td>20</td>
<td>12.2</td>
<td>4</td>
<td>2.4</td>
<td>4</td>
<td>2.4</td>
<td>2</td>
<td>1.2</td>
<td>-</td>
<td>0.0</td>
</tr>
</tbody>
</table>

**Legend:**
- No.: Number
- %: Percentage
- Director of: Teacher
- Principal: Guidelines
- Counselor: Counselor
- Guidance: Guidance
- Psychologist: Psychologist
- Chomestrist: Chomestrist
- Other: Other
leading and undoubtedly is due to the fact that there were so few of these
specially trained persons employed in elementary schools. It will be re-
called that but eleven or twelve districts assigned full time certificated
persons to guidance. In all there were but fifteen directors of guidance,
twenty-eight counselors, eleven psychologists and one psychometrist.

It appears that the person who is to counsel with the child would neces-
sarily need to have access to all of the information contained in the records
to do an effective piece of work. Since the teacher and principal play such
an important role, all records should be open to them. Likewise, the records
should be opened to all personnel in the guidance activity. That confidence
should not be revealed should be a foregone conclusion. Ohlsen has urged,
"School people who break confidence should be disciplined."

**Information Kept in the Various Records**

As shown in the preceding sections, it is necessary to safeguard pupil
data, yet it is also necessary to make the information available to those who
are concerned with the pupils and the data about them. Table VIII, page 46
shows the information about the child which is kept in the various records
maintained in the elementary schools.

The cumulative record stood out as the greatest repository for data about
a pupil in the elementary school. This type of record has received almost
universal acceptance. In it over 80 per cent of the districts kept grades,

---

80

<table>
<thead>
<tr>
<th>Type of Information</th>
<th>Cumulative Record</th>
<th>Case Record</th>
<th>Anecdotal Record</th>
<th>Test Record</th>
<th>Other Record</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Personal</td>
<td>136</td>
<td>82.9</td>
<td>53</td>
<td>35.1</td>
<td>31</td>
</tr>
<tr>
<td>Grades</td>
<td>146</td>
<td>89.0</td>
<td>25</td>
<td>15.2</td>
<td>8</td>
</tr>
<tr>
<td>Promotional</td>
<td>147</td>
<td>89.6</td>
<td>24</td>
<td>14.6</td>
<td>11</td>
</tr>
<tr>
<td>Test</td>
<td>140</td>
<td>85.4</td>
<td>27</td>
<td>16.5</td>
<td>6</td>
</tr>
<tr>
<td>Health</td>
<td>136</td>
<td>82.9</td>
<td>31</td>
<td>18.9</td>
<td>8</td>
</tr>
<tr>
<td>Anecdotal</td>
<td>80</td>
<td>48.3</td>
<td>30</td>
<td>18.3</td>
<td>29</td>
</tr>
<tr>
<td>Cumulative</td>
<td>134</td>
<td>81.7</td>
<td>17</td>
<td>10.4</td>
<td>8</td>
</tr>
<tr>
<td>Case</td>
<td>60</td>
<td>36.6</td>
<td>49</td>
<td>29.9</td>
<td>7</td>
</tr>
<tr>
<td>Individual Inventories</td>
<td>59</td>
<td>36.0</td>
<td>17</td>
<td>10.4</td>
<td>6</td>
</tr>
<tr>
<td>Sociometric data</td>
<td>40</td>
<td>24.4</td>
<td>17</td>
<td>10.4</td>
<td>3</td>
</tr>
</tbody>
</table>
promotional data, test results, and health data. Anecdotal data, case
data, individual inventories and sociometric data were kept in the cumulative
record to a markedly smaller degree.

Table V has shown that 51.2 per cent of the districts maintained case
records of pupils for special cases, and 21.6 per cent for all cases. The
reason for their not being used universally was not determined. Perhaps they
were not needed for all children. Perhaps time and size of staff did not al­
low for complete coverage. A similar argument probably pertains to anecdotal
data, individual inventories and sociometric data.

It may be that these latter kinds of data more adequately give a deeper
insight to the individual pupil's ability and needs. Table VIII shows the
repository for these data.

The Purposes of a School's Guidance Program

Table IX attempts to show the purposes of the guidance program as re­
vealed in the questionnaire responses. As commented on earlier, there ap­
ppears to be confusion in the minds of some administrators as to what guidance
means. Snyder pointed out, as referred to earlier, that persons in the field
do not necessarily speak the same language. One administrator returned the
questionnaire unanswered with the following comment: "I don't know what
you're talking about."

That this confusion should become apparent is to be expected. Item 7,
a flexible organization to meet the individual pupil's educational needs, and
item 3, a service for remedial instruction, are internally inconsistent.
Neither of these items is consistent with item 6, an assistance to pupils' 
adjustment to situations and problems. The latter item (6) though receiving
TABLE IX
THE PURPOSES OF THE SCHOOL'S GUIDANCE PROGRAM

<table>
<thead>
<tr>
<th>Item</th>
<th>Purpose</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>A service to determine the school's needs</td>
<td>69</td>
<td>42.1</td>
</tr>
<tr>
<td>2</td>
<td>A service for psychological therapy</td>
<td>30</td>
<td>18.3</td>
</tr>
<tr>
<td>3</td>
<td>A service for remedial instruction</td>
<td>92</td>
<td>56.1</td>
</tr>
<tr>
<td>4</td>
<td>A service for treating disciplinary cases</td>
<td>77</td>
<td>47.0</td>
</tr>
<tr>
<td>5</td>
<td>A service for insuring school attendance</td>
<td>48</td>
<td>29.3</td>
</tr>
<tr>
<td>6</td>
<td>An assistance to pupil's adjustment to situations and problems</td>
<td>23</td>
<td>14.0</td>
</tr>
<tr>
<td>7</td>
<td>A flexible organization to meet the individual pupil's educational needs</td>
<td>98</td>
<td>59.8</td>
</tr>
</tbody>
</table>

Far less support in practice appears to be consistent with theory as shown in Chapter II of this study. Can it be that the words "educational" and instruction" make the service more acceptable to administrators?

No doubt the guidance services are an assistance to education in that they are employed when a block to learning does exist. They are also employed when a problem is presented which does not necessarily block learning, but are used to assist learning, i.e., pointing out the next (best) step.

Disposition of Records When Children Graduate

More than half of the school districts, Table X, page 49, shows that 62.2 per cent sent their pupil records on to the high school to which the child went after graduating. The rest of the districts stored the records in a storage space or in the administrator's office. In 16.5 per cent of the districts only portions of the records were sent to high school. It is apparent that the administrators felt that these records gave a good insight to the child's past and future behavior—emotionally and mentally and physical-
Likewise, the high school administrator's acceptance of these records showed that they, too, felt the need of as much background material as possible to aid the pupil in adjusting to the high school.

TABLE X

<table>
<thead>
<tr>
<th>Disposition of Records</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Those stored in local school</td>
<td>46</td>
<td>28.0</td>
</tr>
<tr>
<td>Those stored in administrative office</td>
<td>53</td>
<td>32.3</td>
</tr>
<tr>
<td>Sent to high school</td>
<td>102</td>
<td>62.2</td>
</tr>
<tr>
<td>Sent in part to the high school</td>
<td>27</td>
<td>16.5</td>
</tr>
<tr>
<td>Abstracted and the rest destroyed</td>
<td>3</td>
<td>1.8</td>
</tr>
<tr>
<td>Retained in part and the rest destroyed</td>
<td>7</td>
<td>4.3</td>
</tr>
</tbody>
</table>

How Children Receive Assistance Through Guidance

The largest number of districts, 43.9 per cent, had children receiving guidance aid by way of teacher referral, (Table XI below). The next largest

TABLE XI

<table>
<thead>
<tr>
<th>Means of Referral</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Routine</td>
<td>52</td>
<td>31.7</td>
</tr>
<tr>
<td>Teacher referral</td>
<td>72</td>
<td>43.9</td>
</tr>
<tr>
<td>Parent request</td>
<td>56</td>
<td>34.1</td>
</tr>
<tr>
<td>Voluntarily seeing counselor</td>
<td>21</td>
<td>12.8</td>
</tr>
<tr>
<td>A combination of all the above</td>
<td>61</td>
<td>37.2</td>
</tr>
</tbody>
</table>
group, 37.2 per cent, had children receiving guidance assistance from a combination of (1) teacher referral, (2) parental request, or (3) the pupil seeking out the counselor. Voluntary seeking of aid, 12.8 per cent, was the least practiced technique. Systematic counseling, 31.7 per cent, however, did not fall far short of parental request, 34.1 per cent, or the combination of all means of referral, 37.2 per cent. Systematic counseling would appear to find children’s emotional deviations from the normal which might be overlooked by a teacher with (1) other more acute problems in her class, (2) a lack of guidance know-how, or (3) little time to perform in this area.

The term “slight deviations from the normal” was used above since Broudy pointed out that schools are rarely a hazard for children. Thus it was reasoned that there would be but a few children who may be in need of special services that specially trained persons, or persons whose time was devoted specifically to guiding children, could render. Those children who needed guidance to point out the next step would also be more dependent on chance choice than a choice based on training and experience in this area.

Response to the Request for a Follow-Up Visit

Table XII, page 51, shows 35.4 per cent approved a follow-up if their schools were selected for a closer study of their guidance program. Of these, almost all the superintendents, 34.1 per cent, said they would be available for an interview. Only 28, or 17 per cent of the districts apparently met the standards set for the selection of districts which were followed up. Of these, 21 administrators replied that they would be available for the interview. This was 12.8 per cent of the total number of respondents. In one of these districts, the superintendent meant himself, as is shown in the case
TABLE XII
RESPONSE TO REQUEST FOR FOLLOW-UP VISIT

<table>
<thead>
<tr>
<th>REQUEST</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>If your school were selected, would you approve a follow-up for a closer study of your school's guidance program?</td>
<td>58 : 35.4 : 52 : 31.7</td>
<td></td>
</tr>
<tr>
<td>If your answer above is yes, would you be available for an interview?</td>
<td>56 : 34.1 : 11 : 6.7</td>
<td></td>
</tr>
</tbody>
</table>

Studies of the districts in Chapter IV.

Summary

The records now being kept in Illinois elementary schools seem adequate for initiating guidance programs. The most frequent types of records, cumulative and test records, are basic to such a program. Anecdotal, case and health records are also helpful. The latter records would be most helpful when case studies were being conducted.

The opinion of administrators varied as to what guidance really was and as to the general and specific purposes of guidance in elementary schools. This disagreement among administrators is probably due to confusion as to the nature of the guidance process itself and is too often identified with the process of instruction. The reason for this condition may be due to the administrators' willingness to grasp an apparently acceptable solution to the usual dilemma--the schools' apparent inability to support such a program.

The most important deterrents to the implementation of guidance programs appeared to be lack of financial resources and the need for specially trained
personnel. Some of the administrators sincerely believed that the teacher can and should do the whole job, others recognized a need for guidance personnel but for some reason did not employ them, while still a few others recognized the need and apparently had what appeared to be a total staffing for guidance.
CHAPTER IV

THE STATUS OF THE GUIDANCE PROGRAMS OF THOSE DISTRICTS WHICH ASSIGN PERSONNEL TO GUIDANCE

Introduction

Following the return of the questionnaire, a request was made for an interview with the administrators of those districts who assign personnel to guidance either on a part or full time basis. The purpose was to attempt to uncover information which would clarify the issues related to implementation of guidance. Chapter III identified the apparent need for clarifying whether specially trained persons were needed. An attempt was therefore made in this chapter to present a total program of guidance.

Twenty-one districts were visited and the superintendent and/or the director of guidance was interviewed. These particular twenty-one districts were selected because the superintendent and/or guidance director had said he would be available for an interview. The questionnaire for scheduling the interview was adapted from Erickson and Smith to be applied to the elementary school. Two copies were sent to the school to be visited. The interviewee retained one copy for each district and took notes during the interview. In some instances it was possible to make a tour of the building(s). The questionnaire is shown in Appendix IV.

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53
Overview

Except for six of the districts, those who do assign personnel to guidance receive some of their funds and, therefore, some impetus for the program, from the state program for "The Maladjusted." Table XIII, page 55, gives some information about the amount of services provided in the twenty-one districts that approved a closer review of their programs on the basis of providing services through the assignment of personnel to guidance.

It should be noted that those districts which were visited clustered about the Chicago metropolitan area with the exception of one which is, itself, a suburban district outside of a large manufacturing center.

Fifteen of the twenty-one districts have a visiting counselor and receive at least part of their funds for this program from a state subsidy. Twelve of these fifteen districts employed only the visiting counselor, the only personnel who qualify for state subsidy. Only three of the fifteen have assigned personnel whose salaries are paid in total from local district funds. Five of the remaining six districts subsidize the personnel assigned to guidance entirely from local funds. These districts assigned titles to the personnel which were different from those of the state program. Such titles as: (1) director of guidance, (2) psychologist, and (3) director of pupil personnel are used.


Ibid
TABLE XIII

AMOUNT AND KIND OF GUIDANCE SERVICE

<table>
<thead>
<tr>
<th>Code No. of District</th>
<th>Full or Part-time Service</th>
<th>Type of Personnel</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 +</td>
<td>Part time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>2 *</td>
<td>Part time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>3</td>
<td>Full time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>4</td>
<td>Two full time</td>
<td>Visiting Counselors</td>
</tr>
<tr>
<td>5 *</td>
<td>Part time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>6</td>
<td>Full time</td>
<td>Guidance Director</td>
</tr>
<tr>
<td>7</td>
<td>Full time</td>
<td>Visiting Counselor,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Director of Guidance</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Psychologist</td>
</tr>
<tr>
<td>8 *</td>
<td>Part time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>9</td>
<td>Full time</td>
<td>Guidance Director</td>
</tr>
<tr>
<td>10</td>
<td>Full time</td>
<td>Guidance Director</td>
</tr>
<tr>
<td>11</td>
<td>Full time</td>
<td>Guidance Director</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>12 **</td>
<td>Part time</td>
<td>Superintendent</td>
</tr>
<tr>
<td>13</td>
<td>Part time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>14</td>
<td>Full time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>15 *</td>
<td>Part time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>16</td>
<td>Part time</td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>17 *</td>
<td>3 Part time</td>
<td>Visiting Counselors</td>
</tr>
<tr>
<td>18</td>
<td>Full time</td>
<td>Director of Pupil Personnel</td>
</tr>
<tr>
<td>19</td>
<td>Part time</td>
<td>Teacher</td>
</tr>
<tr>
<td>20</td>
<td>Full time</td>
<td>Guidance Director,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Psychologist</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Visiting Counselor</td>
</tr>
<tr>
<td>21 *</td>
<td>Part time</td>
<td>Visiting Counselor</td>
</tr>
</tbody>
</table>

+ One of four cooperating districts
* State program administered by local high school
** Superintendent classified self as counselor

The last district interviewed appeared to be a special case. In this instance the superintendent meant himself when he referred to a person assigned to guidance, but it had not been possible to determine this from the questionnaire.

Another special case is that of six of the elementary districts. A visiting counselor was assigned by the township high school to the six ele-
mentary districts which underlie it. These six districts fed their graduates into the high school.

One of the districts in this study shared guidance personnel with three other districts (non-respondents to mailed questionnaire) to provide the visiting counselor service. The purpose of cooperation was to justify a program for state subsidy on the basis of student population.

There appeared to be some relationship between the pupil population and the number of persons assigned to guidance. In only one district were persons assigned to guidance responsibility in which the student population was below 400, as shown in Table XIV, page 57.

The number of pupils per teacher ranged from 16.8 to 38.9, a difference of 22.1 children between the smallest and greatest pupil-teacher ratio. The largest district was the one that had the smallest number of pupils per teacher while the next largest district, about half the size of the former, had the second largest enrollment per teacher.

The amount of guidance services which were provided seemed in proportion to the wealth of the district related to the size of the student population rather than student population alone. While this ratio was not emphasized, it probably is a factor for further study.

**District No. 1**

This is the district referred to above which was one of four elementary school districts. These districts share guidance services with each other in order to qualify for state subsidy on the basis of their total student population. As its superintendent was the only one who responded to the
**TABLE XIV**

**TEACHER-PUPIL RATIO OR TEACHER LOAD**

<table>
<thead>
<tr>
<th>Code No. of District</th>
<th>No. of Pupils</th>
<th>No. of Teachers</th>
<th>Teacher-Pupil Load</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 *</td>
<td>441</td>
<td>21</td>
<td>21</td>
</tr>
<tr>
<td>2 *</td>
<td>425</td>
<td>13</td>
<td>32.7</td>
</tr>
<tr>
<td>3</td>
<td>1,040</td>
<td>41</td>
<td>25.7</td>
</tr>
<tr>
<td>4</td>
<td>2,003</td>
<td>79</td>
<td>25.4</td>
</tr>
<tr>
<td>5 *</td>
<td>450</td>
<td>13</td>
<td>34.6</td>
</tr>
<tr>
<td>6</td>
<td>1,534</td>
<td>61</td>
<td>25.1</td>
</tr>
<tr>
<td>7</td>
<td>6,921</td>
<td>412</td>
<td>16.8</td>
</tr>
<tr>
<td>8 *</td>
<td>439</td>
<td>18</td>
<td>24.4</td>
</tr>
<tr>
<td>9</td>
<td>900</td>
<td>38</td>
<td>21.1</td>
</tr>
<tr>
<td>10</td>
<td>1,839</td>
<td>70</td>
<td>26.2</td>
</tr>
<tr>
<td>11</td>
<td>2,837</td>
<td>131</td>
<td>21.6</td>
</tr>
<tr>
<td>12 **</td>
<td>500</td>
<td>14</td>
<td>33.7</td>
</tr>
<tr>
<td>13</td>
<td>746</td>
<td>22</td>
<td>33.9</td>
</tr>
<tr>
<td>14</td>
<td>2,055</td>
<td>84</td>
<td>24.5</td>
</tr>
<tr>
<td>15 *</td>
<td>315</td>
<td>11</td>
<td>26.6</td>
</tr>
<tr>
<td>16</td>
<td>3,279</td>
<td>90</td>
<td>36.4</td>
</tr>
<tr>
<td>17 *</td>
<td>1,734</td>
<td>58</td>
<td>30.0</td>
</tr>
<tr>
<td>18</td>
<td>1,151</td>
<td>63</td>
<td>18.3</td>
</tr>
<tr>
<td>19</td>
<td>1,391</td>
<td>47</td>
<td>29.6</td>
</tr>
<tr>
<td>20</td>
<td>1,914</td>
<td>102</td>
<td>18.8</td>
</tr>
<tr>
<td>21 *</td>
<td>700</td>
<td>18</td>
<td>38.9</td>
</tr>
</tbody>
</table>

* One of four cooperating districts.
* State program administered by local high school
** Superintendent classifies self as counselor

One mailed questionnaire; the other three were not visited.

The administrator, in this instance, recognized guidance as the activity which assisted the individual child to interpret information relative to himself. He said there was a guidance program in his school, and then qualified it by writing "visiting counselor" in parentheses. In addition to the counselor, he indicated the services of a psychologist, but in this case he referred to the state area psychologist who administered and interpreted aptitude...
and projective measurements for specific cases. This psychologist was employed by the State Department of Public Instruction to determine eligibility of children for educable mentally handicapped placement.

It appears that administration was responsible for the implementation of this program. There was no functioning guidance committee of teachers and administrators. There was no allowance in the school budget for professional materials. There was, however, an attempt to interpret the program to teachers through meetings during which some facets of referral were explained. Teacher evaluation of the program was incidental.

Some information about pupils was recorded as a matter of standard practice. This included such items as school achievement, educational plans, out-of-school activities, likes and dislikes, beside the usual data of sex, date of birth and educational aptitude. Such data as race, nationality, birthplace, citizenship status, educational status, size of home, number of persons living in it, and relationships between inhabitants were not sought. Generally speaking, social data about pupils' life in school and out of school was kept incidentally, if at all.

Except for a unit on occupations in the upper grades, information about the world of work was given occasionally. Only incidental provision for such information was made for library materials in this area.

The counseling service reached only a limited number of pupils. Teacher counseling was incidental and the actual counseling of each child was not achieved as a matter of standard practice. The visiting counselor was primarily concerned with the social aspects of the pupil adjustment. His training was that of a teacher and social case worker, although he would probably
have been capable of counseling with children who had minor psychological maladjustments. Teachers, by the natural limitations of their training, are usually unable to cope with these latter kinds of problems.

The local school counselor's activities did not include assisting children to plan high school programs. Only incoming children received the benefits of an orientation program. Little else was done in this area, and the curriculum seems to have been that which was dictated by text publishers. It did not, therefore, serve as a basis for setting the stage for counseling.

In a guidance-centered district, the curriculum would have been so organized that the texts which were purchased would have been selected with certain goals in mind. They would have been selected because they contained materials which served as a basis for consciously making pupils aware of themselves physically, mentally, emotionally and socially. Further, the data contained within the materials would endeavor to help the children to understand why they had certain kinds of problems at certain ages and would, therefore, assist them to adjust to these problems, if not to overcome them.

The placement service was particularly designed to care for those pupils entering school for the first time, and also those going on to high school. The bridge to high school was not generally taken care of by the school's visiting counselor. The high school took the leadership by providing a visiting day for prospective students and by providing parent-pupil-counselor meetings to plan programs.

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84
Ibid, p. 23
Follow-up was not systematic, although the high school supplied some data to the elementary school during the pupils' freshman year. In one case a follow-up was done to determine deficiencies in a subject area (science) as taught in the elementary school.

**District No. 2**

This was one of the six districts visited which were assigned a counselor from the large township high school into which all sent their graduates. The impetus for the program apparently came from the high school.

The elementary superintendent recognized guidance as being good instruction, concerned with services not in the curriculum, and a department which assists the individual child to interpret information relative to himself. All professional staff persons played a part in guidance.

Except for social case work, guidance appeared to be on an incidental basis, although some orientation was done. A parent handbook, *Hygiene for Girls* and a teacher workshop prior to opening of school in September were provided.

There was no comprehensive plan for guidance although the school administrator said the program was to be broadened the next year. The following pattern seemed to have been established.

A cumulative record followed the children into high school, test results were recorded as a matter of plan and case records were worked out only for cases receiving special attention. Referrals were made to outside agencies in the case of children with psychological problems, and counselors assisted placement in high school only in special cases. Pupil progress was reviewed with them only incidentally.
There was no attempt at a follow-up of graduates or evaluation of the program except that group consensus was occasionally sought in the latter case. The high school sent freshman year grades back to the school.

District No. 3

This district had the elements of a well-rounded guidance program. Initial impetus for the program was received from the chief school administrator who had formed a committee composed of a very interested eighth grade teacher, the school nurse, home economics teacher, physical education teachers, the part-time counselor and a teacher who was designated chairman of testing. The eighth grade teacher was the appointed guidance director and the visiting counselor was an ex-officio member of the high school guidance staff.

The organization appeared to be well defined. The information extended into the community through devoting several P.T.A. meetings to this purpose and also publishing information on guidance in a school bulletin.

Pupil records were well developed and apparently kept current. The basic record forms (cumulative) were cooperatively developed by the elementary and high school staffs. Both anecdotal and case records were maintained in special cases.

There were no private quarters for counseling. This appeared to be due to the fact that this district had difficulty even in providing sufficient classroom space because of its rapid population growth. The basic theory of guidance appeared to be that guidance and instruction were synonymous. This view appears to accept the theory that the teacher performs all the services for children. It further seems to negate the need for differentiating between
instructing children and guiding children. The classroom teachers were expected to counsel their pupils, and teachers were provided time to program this activity.

There was no central library and information about the career field was only that which was provided by the teachers. Adequate pupil orientation through this source appeared impossible.

There was an orientation program for prospective kindergarten children and their parents. There was a review based on tests and teacher experience as to the state of reading readiness at the end of kindergarten.

The high school staff administered a battery of tests to assist in the selection of high school curricula for the elementary school graduates. There was no apparent orientation for high school. There was provided an orientation program through use of curriculum and materials in the upper grades for personal guidance for the children. It was difficult to ascertain how it was coordinated with counseling.

There was no follow-up of the graduates, and there has been no visible attempt to evaluate the guidance program.

**District No. 4**

Although this elementary school district sent its graduates to the same high school as districts, (code numbers 2, 5, 8, 15, 17, and 21, page 57), it was treated as a special case since it was developing a guidance program independently. The individual who provided the impetus for the program was the administrative assistant, who was also the junior high school principal. The indicated view was that guidance and instruction were synonymous, yet the administrative assistant said that there was a "need to recognize how far we,
as educators, can take a case." He apparently recognized teachers' limitations for this work, notwithstanding his viewpoint.

The community influenced the guidance activity in the school. There were weekly principals' meetings which did get into the problems of pupil personnel. In addition, there was a functioning committee of the two counselors, the nurse, the administrative assistant and two curriculum supervisors. The community committee met monthly and was composed of the school counselors, the nurse, the administrative assistant, the probation officer, a local judge, the county nurse, the sheriff, and representatives of Aid to Dependent Children and Illinois Juvenile Research.

A cumulative record system which was developed by the school staff was in use and was being revised. These records were not usually interpreted to the pupils, but they were to the parents, although most of this was done at the eighth grade level.

Anecdotal and case records were built up in special cases. Counselors had the responsibility to interpret the case record.

The central library was in its third year of operation as a centralized unit. A filing plan for unbound materials was being developed. The administrative assistant felt that there were not enough occupational briefs, abstracts monographs and pamphlets available.

Teachers were provided free periods for counseling and called pupils from other rooms for this purpose. It is interesting to note that the administrative assistant said in another context, "Let's face it. Some teachers don't know what an I.Q. is." He again recognized a teacher limitation for guidance. Clinical space was provided for counseling.
The junior high school provides some kind of orientation through the school assembly. Through the assembly, an attempt was being made to eliminate lines of division between two socio-economic groups within the community.

There was some orientation provided for kindergarten children through the registration period and issuance of pamphlets. These had been developed in the system.

Tests administered by the elementary school were used in initial counseling by the high school when the pupils prepared to enter the high school. The high school advisors came into the junior high for this purpose to work on a group and individual basis. Parents were invited during this period to participate with the children and high school counselors in making selection of curriculum.

The decision of whether or not to promote was based on a review by the teacher, counselor and administrative staff. This decision was based on achievement and social adjustment. The administration reserved the right to final opinion, but usually accepted the group decision.

The coordination for the entire program was accomplished through the administrative assistant. He was apparently responsible for the junior high school program in terms of giving initial impetus and also implementing it. The stress on need for guidance in this system was apparently aimed at the junior high school student.

**District No. 5**

This district was one of those serviced by a part time visiting counselor assigned by the high school.

The superintendent of this district qualified his viewpoint for guidance.
on the mailed questionnaire. He said, "Guidance is more than good instruction. He answered in the negative the statement that guidance is concerned with all those services not in the curriculum. He said, "Curriculum includes all learning experiences." The superintendent apparently felt that guidance was a part of the curriculum since its result is a kind of learning and, as a part of curriculum, it extended farther than the usual type of instruction.

There was no apparent attempt at a complete or even an expanded program beyond what was set up by the visiting counselor program. There was no guidance committee composed of staff members. There was no formal policy regarding this program beyond the scope set out for the visiting counselor program and even this was probably handicapped since no staff meetings were devoted to guidance. Libraries were maintained in the classrooms and what material was present was there because of individual teacher initiative. Any provision for guidance services was accidental or teacher-designed.

There was an orientation program for kindergarten children through pamphlets and meetings. Prospective high school students received pamphlets from the high school for orientation purposes.

A testing program was in operation consisting of one standardized achievement test administered annually and two scholastic aptitude tests during the child's eight years in the elementary school. Individual measures were administered by outside agencies on referral.

A cumulative record system was maintained which could have been used as a basis for a study of the guidance program by the district staff. There was no follow up of graduates, or evaluation of the program, and publicity was
not given to the program. Although the superintendent stated that the program was cooperatively developed, it would appear that the elementary schools accepted the visiting counselor program when offered by the high school because the superintendent accepted it. It does not appear that the staff of the elementary district had been consulted.

**District No. 6**

This district was one of the larger ones visited. It was not feasible to secure an interview with the superintendent. It was necessary, from the initial contact, to work with the Guidance and Curriculum Consultant. Her viewpoint appears to be that guidance and instruction are synonymous. There was, however, a psychologist on the staff. Support is given by practice to the thesis that instruction alone cannot do the total task. There was no functioning guidance committee. There were meetings about particular pupils' problems of those persons who were concerned.

On a formal basis, there were pre-planning orientation sessions, case study conferences, and two monthly staff meetings. Parents were invited to come in at designated times to have the total program interpreted to them. The director talked to civic groups from time to time. She also met with teacher groups about grade level problems and, from time to time, with individual teachers on a more personal basis. In all of this it should be noted that the frame of reference appeared to be the total educational program. Guidance was not thought of as a program apart from instruction.

Pupil records were bulky and were never permitted to leave the building. Therefore, they were not sent to the high school.
Each teacher in this system was a counselor. She met with each parent once a year as a regular procedure. Entries on the report card pertaining to the pupils' development of citizen objectives were discussed with each pupil by the teacher-counselor. The guidance and curriculum consultant stated that some "... are skillful, others are not so good." Again, an expression indicates a probable need to help teachers in guidance.

In the junior high (sixth, seventh and eighth grades) each teacher was provided a daily period for counseling. The teachers in the lower grades had no such provision in the school day but had to find time during the day for this service.

There was a central library in the one building, and the others had room libraries provided from the central source. This was composed primarily of reference and literature material. The consultant did not know whether there were any materials for occupational information available.

During the fifth grade year, children accompanied by parents were given the opportunity to visit the junior high school for orientation purposes. The homeroom period, which was quite effective, was deleted that year from the junior high program, but was to be reinstated the next year because its value had been demonstrated. The interviewee noted that, "the teachers were more apt to make check lists and inventories."

Previous to that year parents of kindergarten children were called in for individual interviews before Christmas. This program was "highly" popular and desirable.

There was no follow-up of graduates. The director also noted that there was "no good evaluation of the program." "Teachers were not given the oppor-
tunity to evaluate the program and, therefore, were afraid to criticize."

It is noteworthy that the consultant said she was "spread too thin if she had to act as both guidance and curriculum consultant." She noted, also, that teachers were sufficiently trained in psychology and that a "teacher who is fearful of work, confirms the child's fear." She also "does not like constant counseling in school for a child because of the social stigma."

It is believed that she was fearful that teachers may tend to sympathize with children who have problems and thus identify themselves with the problem. In such case, the teacher not only becomes ineffective, but often reinforces the child's feelings.

**District No. 7**

This is the largest district in the group visited, and is also the largest of those responding to the mailed questionnaire.

The viewpoint of the Director of Research and Testing as shown in the mailed questionnaire was probably that guidance and instruction are synonymous. The chief school administrator supported the view held by the Director of Research during a meeting which was attended by the superintendent, one of the school principals, the director of testing, and a school counselor.

The stated purpose of the research department, as given by the director, was:

"The primary function of the Research Department is to provide test data and psychological information for the teacher, the principal and the community. It is our aim through this service to aid in effective education for each child."

Serving children in this area, directly or indirectly, were the Direc-
tor of Research and Testing, visiting counselors, the classroom teachers, principals and staff psychologist.

The assist the persons concerned, a record system consisting of cumulative records, health records, and test records was maintained for all children. A confidential report consisting of case studies was maintained for special cases. This was to "avoid sending a bale of hay to the high school." The basic record was a printed folder in which anecdotes, test data and profile sheets, grades, school history and case data were filed. It became very bulky after years of use.

The staff was organized for study through an in-service program. This was not necessarily in the area of guidance. Likewise, the budgetary allowance for professional literature may or may not have been used to procure materials in the area of guidance.

The teachers and supervisors did confer on plans for guidance. This was a local school problem. A central library of films was maintained which included a group of films specifically intended for guidance. These library materials were available upon teacher request.

The testing program was administered by the Research Department. Educational achievement tests were given annually, group intelligence tests were administered every other year, while individual intelligence tests and projective measures were administered in exceptional cases only.

In addition, the Research Department gave assistance in interpreting and using group tests and in understanding and working with individuals. The principal received reports on group tests given in her school and reports of district-wide medians. Assistance was also given in interpreting
test results to parents and in discussing personality problems with them.

The results of the testing program were reported to the superintendent of schools and to the board of education. It was also not uncommon for the administration to reflect community interests in guidance.

In the upper grades, pupils were assisted in interpreting their records. The homeroom period was the means for accomplishing this. In addition, every teacher in the district held parent conferences. The counselor reviewed records with children who were special cases.

The visiting counselor usually served two buildings daily. The buildings housed about six hundred children each, so that her services were available to twelve hundred children daily. Each teacher could then refer problems or see the counselor every day of the year.

At the junior high level (seventh and eighth grade) an assembly and luncheon was given to pupils and parents annually for orientation purposes. The building was opened to the parents, they visited classes while in progress, had lunch with their children and attended an assembly.

The school library had some occupational data available. The public library materials were also available on inter-library loan. It was stated that occupational data were not up to date. One teacher did collect and file a list of materials the previous year as a homeroom project.

In the junior high, ability grouping was employed to place bright children in the educational program best suited to their needs, while with the others an elective system was used. In the case of the latter group, the children were assisted to select a good school program from a wide choice of subject offerings.
The decision to promote and fail at any level was made only after a review of the information about the pupil and consensus reached by the school staff concerned. Parents were called in for a discussion of these cases.

The high school received the cumulative records of the children entering from the elementary school. Information about the freshmen was given to the elementary school staff for that year only. It was stated that both guidance departments were "very successfully coordinated." The elementary school did an occasional follow-up of its students in the high school beyond what was done for the freshman classes.

The program of orientation to the high school started with the administration of reading, aptitude, achievement, and interest inventories during the eighth grade year by the high school staff. A half day of visiting for parents and prospective students was provided. A high school counselor worked with junior high school teachers in planning the children's educational program.

Curriculum reorganization at the elementary school level was conducted with high school staff participation. The director of research stated, "We want the high school to know what we're teaching."

There was evidence of a comprehensive program of guidance which appeared to show inconsistencies between the viewpoint for guidance and the actual practices in guidance. The fact that projective techniques were administered by a member of the school staff who was not a teacher but a highly trained specialist (psychologist), is proof enough that the teacher has neither training nor time to perform all the tasks in a comprehensive guidance program. The fact that the organization was set up for referral of cases beyond
the limits of the teacher's time or competence further emphasizes this.

**District No. 3**

This school system was one of six districts whose visiting counselor was furnished by the township high school district. The visiting counselor was the only person, other than teachers or principals, who formally participated in guiding the children. This district sent its graduates to two township high schools. One high school brought the pupils in to school for orientation, the other did not.

To facilitate the work of the counselor, teacher and principals, cumulative records and health records were maintained for all children, and case records for those requiring attention by the visiting counselor. The cumulative record was summarized and then sent to the high school when the child left the elementary school.

Teachers were given some information about the service through regular staff meetings. There was no committee on guidance nor any budgetary allotment for guidance materials. Plans were being formulated for a workshop in guidance to take place two or three days prior to the school opening date the next fall. Teacher conferences were called at which time special pupil problems were discussed. Parental counseling was carried on for these cases also.

The counselor had a corner in the school where she could carry on her work. This school was crowded, and no office space was available. There was, however, a kitchen used by the PTA for its functions, which was relatively free during the school day and the counselor had a corner of this space at her disposal.
Information about pupils was kept in individual loose leaf folders. In them were entered school grades, profiles of tests, promotional data, and family and home data. Any other information was incidental and was placed in them on teacher and principal initiative. A standardized achievement test was administered annually by the elementary school and also a reading aptitude and two general scholastic aptitude tests were administered during the eight years in school. A battery of tests was provided during the last year in elementary school by the high school guidance department.

A central library was maintained in the administrative office from which room loans were made. Occupational information was stacked on shelves, but it was not well cataloged. There was no planned unit on occupations, although the eighth grade teachers did conduct one.

Parents of entering pupils registered them in May, at which time they were presented with a pamphlet covering local rules and regulations.

Counseling generally was left to the teachers. The counselor worked only with special cases.

Placement of children was largely limited to the decision to fail or promote. This decision was made on consultation between teacher and principal.

There was no follow-up of any kind. The achievement of the children was not reviewed, nor was evaluation of the program made.

In discussing public understanding and acceptance of the program, the superintendent said, "We're falling down there. We haven't kept our public informed."
District No. 9

This district was served by a director of guidance who was state certified but not subsidized. The superintendent noted that the state program placed restrictions on the use of a counselor in a subsidized program. The counselor here performed the duties of the visiting counselor, administered the program, administered psychological tests, and counseled. This person held an MA in guidance. His viewpoint on guidance was not too clear, although it seemed to be that guidance and instruction were synonymous.

The teachers counseled with every student as a matter of routine or form of design. In addition, the teacher met every parent at least once annually.

Plans and activities for guidance were well formulated. New teachers received indoctrination in the system by means of special meetings.

The school had a council composed of the Superintendent of Schools, the Assistant Superintendent, the Director of Guidance, and citizens which met monthly to discuss various school problems, including guidance of children.

Services were immediately available in the community to deal with problems ranging from those of normal children to those with psychological implications.

Accumulative records and test records were maintained for all children by the school. This record form was locally developed. The records were never allowed to leave the office. Case records, anecdotal records and psychological test data were maintained in special cases. The accumulative records were sent to the high school when the children left the elementary school. Case records were kept in the local school for a short period thereafter and then destroyed.
The children came to the counselor through teacher referral, parental request, or their own volition. The counseling with parents was accomplished through release time, before and after school. What was called group counseling with children was performed during school hours. This appeared to be orientation carried on as a curricular plan for instruction of children. The teacher also reviewed problems with each child twice annually. The counselor reviewed problems with those children who had been referred to him.

There was a comprehensive program of orientation for incoming kindergarten children and their parents. This consisted of a meeting with parents and giving out of duplicated materials for the parents and some of the NEA materials which are available for this purpose.

The decision to promote or retain was made by the superintendent, counselor and classroom teacher. The parents were brought in for discussion.

The organization for the upper grades was changed from self-contained rooms to 30 minute blocks of time devoted to broad areas of learning in order to assist the transition to the high school.

A battery of tests was provided by the high school to assist in the best selection of courses for each child. In addition, the high school provided its prospective students with handbooks about the high school.

The students were followed-up by the elementary school during the freshman year. The superintendent noted that more information could have been easily obtained from the high school. However, the material thus received could not be used for appraisal of the elementary school program.

The guidance programs of the elementary and high school were cooperative-ly developed through meetings and discussions by counselors and teachers.
from both the elementary and high schools and a good path of communications seems to have been established for dealing with children's problems.

**District No. 10**

This was a large district having a Director of Guidance who was not certified under the state program, but who met the requirements for certification.

Here, again, the viewpoint, according to the person heading the program, was that guidance was good instruction. The program of instruction was felt by the administration to be so strong in the primary and intermediate grades that there was a desire on the part of administration to go back to self-contained rooms at the upper grade level.

The guidance department was considered a group of resource services for teachers. This department provided information to teachers and was a clearing agency for special services outside the school. No psychotherapy was provided within the school staff. Institutions and persons were in the community to provide special services. The director of guidance stated that the guidance in their system was "indirect." It was believed that the teacher should receive aid from the director so that the teacher might, in turn, guide children.

Prior to the end of World War II, District 10 had all the program planning from the administrative level - the teachers merely expedited the program. With the fluctuations of the student population at the end of the war, an in-service program for the teachers was set up and the teachers not only studied with the administrative head, but also aided in planning the school programs.

It was a sagacious move as the teachers alone knew the diversity of
cultures socially, economically, and geographically that her class contained. This inclusion of all the personnel in planning resulted in better staff-administration relationship and in more personal pride in the school and its functioning on the part of the teachers.

This was the only district in which a budgetary allowance was provided for guidance materials. The amount set aside for this purpose was $.50 per pupil for both pupil and professional materials selected by a committee of teachers and the librarian.

In establishing the program, a survey was conducted to determine the status of guidance. Following the survey, a series of workshops was conducted in order to implement an improved program. This was in progress at the time that this study was conducted.

Although the belief existed that the teacher was the primary counselor, clinical space was provided the director, who was trained for the work of psychological counselor. Another important facet of the work of the director was that she counseled with parents in an attempt to stimulate them to seek aid outside the school for those cases with deep psychological involvement.

The cumulative records followed children from elementary school into high school. Evidence of special aptitudes, personality traits, out-of-school activities data, and certain family information were not recorded. Anecdotal records were used incidentally. Certain family and sociometric data were recorded in a confidential file.

No systematic work in the whole area of vocational orientation had been done and the library had information only about a few professions and occupations.
Although teachers counseled with students at least twice annually, no time was provided for this on the administrative level. The teachers also reviewed pupils' school progress periodically with parents.

There was no orientation program for incoming kindergarten children. The homeroom made possible orientation in the sixth, seventh, and eighth grades. The school assembly was not used for this purpose.

There was a program of testing in which an achievement test was administered at least annually, and one reading and two scholastic aptitude tests were administered during the eight years in the school system. Projective and aptitude measures were administered on an individual basis.

The high school guidance staff assisted the graduates with selection of program and orientation to high school. Although the upper grades were departmentalized to assist in making the step to high school easier, it was felt that departmentalization was no longer needed.

The graduates were followed up beyond high school, and the elementary school staff knew who went on to college. However, curricula revisions did not result from the information gained from the follow-up data.

The guidance programs in the high school and elementary school were independently developed, although there was cooperation for placement of the prospective high school freshmen.

District No. 11

This school system had an enrollment of almost 3,000. It was not feasible to meet with the chief school administrator. The meeting was with the administrative assistant, who also answered the mailed questionnaire.

The director of guidance also administered the special education services
and personnel for the district. She was not under the state program as it was believed that the state program for guidance was too restrictive to be effective. The state program at the time did not provide for the use of the visiting counselor as a staff consultant.

There was an apparent failure on the part of the interviewee to discriminate between instruction and guidance. The teacher's handbook stated that "the guidance program of the district is an integral part of the total instructional program."

There was a township school health council which dealt with mental health as one facet of its work. Included in this organization were nurses, administrator, counselor, PTA, women's groups, ministers, members of the village organization and physicians.

There was instituted a "Counseling Service in Reading." This "reading counselor" surveyed the needs of intermediate grade classes from the standpoint of reading skills. She acted as a resource person for teachers in providing remedial aid in reading. She conferred with all middle-grade teachers at regular intervals on these problems. She conferred with parents upon appointment. She rendered remedial reading instruction to children whose reading deficiencies were so severe that they could not be overcome in the classroom.

Guidance for children in these schools came from the teachers. The teachers were given help by the counselors and the director. They were also asked to evaluate the program every two years.

These were cumulative records which were sent to the high school with the child. The record was one which was set up locally. It included, besides
the usual information, sociographic information, occupational trends and
ambitions, and pupil problem check lists.

Children at the upper grade level were assisted in reviewing their re-
cords periodically. Parents were counseled when their children had problems.

Information about occupations was organized and cataloged in the library.
Units on vocations were taught during the years in the elementary school.

Counseling for children in the upper grades was provided during a home-
room period of forty minutes three times weekly. Teachers and the guidance
counselor (director of guidance) conducted case studies and case study con-
ferences.

Orientation at the kindergarten entry level was carried on through
parental conferences. A handbook for other new entries was given to those
parents. At the upper grade level, the homeroom program was the key to
orientation.

The testing program was used to diagnose and to predict possible pupil
success. The director of guidance was careful to state that it was not used
there as a basis for evaluating the competence of teachers.

The teacher's handbook stated that retention or promotion was an indi-
vidual matter for each child. Further, no failing grade was to be assigned
on a report card unless the parents had been first notified. These notices
were to be sent to the parents whenever a child's grade became a failing one.
A study about each child who was failing was to be prepared by the teacher
by the end of the third marking period. Then retention could be effected
only through a conference. The teacher alone was not allowed to retain a
child in a grade.
All graduates were followed-up twice during the first year and once annually thereafter. The elementary school staff did not know who went to college or how long they stayed.

As previously stated, through meetings and conferences, the guidance programs of the elementary schools and the high school were cooperatively developed and were functioning smoothly since lines of communications had been established. It was believed that the two staffs could in this way articulate the schools' programs.

District No. 12

This was a school district of about 500 children at the time of this study. It was unique in that the superintendent assigned himself the responsibilities of the counselor. Teachers, principal and school nurse were also given responsibilities in the program.

An 18 page handbook on the guidance program had been prepared and distributed by the superintendent. Table XV, page 82, shows the organization for guidance as incorporated in the teacher's handbook. It should be noted that all of the positions except for those in the areas related to medicine were filled by teachers, principal and superintendent.

There was a guidance committee composed of the superintendent, principal (teaching), eighth grade teacher, and one teacher each from the primary, intermediate, and upper grade groups.

There was a health council composed of a doctor, some dentists, the school nurse, the county nurse, a member of the board of education, and a member of the PTA. This group attempted to set up procedures for working through the homes on problems of health and discipline.
TABLE XV

THE ORGANIZATION AND ADMINISTRATION OF A
PUBLIC SCHOOL GUIDANCE PROGRAM
(no specially trained personnel)

The fundamental elements involved in the organization of the guidance program.

1. The line and staff organization.
2. In-service training of teachers.
3. Testing the individual pupil in various areas.
4. Individual study.
5. Individual counseling.
7. Educational, occupational and personal information service.
8. The use of the facilities of our state colleges.
9. Guidance research—both teacher and student.
10. The use of the facilities of our community neighboring community
    services. (Utilization of community services.)
12. Follow-up program.

THE LINE AND STAFF ORGANIZATION

| Superintendent          |
| Director of the Guidance Program |
| School Principal       |
| Dean of Boys           |
| Faculty Guidance       |
| Dean of Girls          |
| Special Assistants in the School Guidance Program |
| Curriculum Advisers    |
| Class Advisers         |
| Club Adviser           |
| Placement Advisers     |
| Medical Advisers       |
| Dental Advisers        |
| School Nurse           |
| All of the Classroom Teachers |
| Home Room Teachers     |
| Individual Counselors  |
| Each Boy and Girl      |

In addition to the special assistants in the guidance program, special cases
may be referred to Welfare Offices, Psychological Advisers, Speech Clinics, and other offices that may help with special phases of the program. Special use of equipment and charts for testing hearing, vision, etc. will be used to correlate the school health and guidance program.

There was some apparent differentiation between guidance and instruction. The handbook for teachers dealt with curriculum and instruction, whereas the handbook on guidance dealt with social and psychological factors involved with child growth and development.

The superintendent asserted that in-service training in guidance was accomplished through faculty meetings and through conferences between the teachers and the nurse.

The superintendent's office served as private quarters for interviews. He referred to himself as the counselor.

A cumulative record system was in operation in the school. It contained space to record the data about age, name, grade, birth, tests, domicile, and family. The records were kept in the homerooms and moved with the child into the high school.

In addition to more than the usual group of standardized tests, pupil inventories were used in the upper grades to determine pupil likes, dislikes, and aptitudes.

Although he noted that the library contained a professional and occupational shelf where abstracts, briefs and monographs were available, the superintendent called the library "weak" in this area.

Teacher counseling was incidental, and time was not allotted for this purpose. The superintendent stated that all children received at least one guidance interview each term. He also stated that he planned the placement and the follow-up, stimulated research and study projects to make the program
more effective, and cooperated in keeping the records up to date, as well as conducted case conferences which he did not write up.

An orientation program for kindergarten children was conducted during the fall roundup. Homeroom activities served the guidance program.

The policy for promotion and retention was that any child failing two major subjects was retained unless there was a decision that he be promoted for social reasons. Major subjects in grades one, two and three were reading and arithmetic. In grades four through eight all were considered major subjects except art, physical education and music.

The upper grades were departmentalized to facilitate the transition into high school. The high school staff administered a battery of tests to assist in selection of curriculum.

The high school sent out information on the students at the end of the freshman year. No other information was given to the elementary school.

While there was some sharing of ideas and techniques about the schools' programs at sectional meetings and institutes, the respective programs were independently developed and, according to the elementary superintendent, would need consolidation between the guidance programs of the districts before cooperation would develop to the point where transition from elementary to high school would be facilitated.

**District No. 13**

This district was served by the visiting counselor assigned from the high school into which the elementary district sent its children. There was an enrollment of 746 children. This was not included in the six special districts, but merely shared a counselor. The district appeared to be working
toward a program on an independent basis.

In the mailed questionnaire, the superintendent had triple checked the services as being "assistance for pupils' adjustment to situations and problems." He also had checked "a service to determine the school's needs" and a service for remedial instruction. In another part of the questionnaire he had indicated that "guidance is good instruction" and "guidance is the activity which assists the individual child to interpret information relative to himself." During the interview he stated that the purpose of guidance in the school is to "take the child where he is and help him get to where he should be."

There was no guidance committee within the school. The superintendent noted that "there should be one." There was no formal program for in-service training. Nine faculty meetings were held annually. There was no community council for guidance and no budgetary provision was made therefor. Information about the visiting counselor's work was given to teachers. Quarters for the counselor were provided in a barren little room which the superintendent called a "hole in the wall." The referral by the teacher to the visiting counselor was in operation. The referral to outside agencies was carried on by the counselor.

Cumulative records were more or less incidental with the teacher, but possible adoption of a formal record was being studied. It was contemplated that the record would follow the child into high school.

Plans were made to give two achievement tests the following year. No aptitude tests were planned for that year.

A centralized library was being put into operation. The text organiza-
tion provided the curriculum pattern in the school. The superintendent stated that courses or units on occupations were provided in text materials. It was apparent that he felt these to be adequate.

An affirmative answer was given to the question, "was each teacher given some time for counseling?" This was carried on as a matter of teacher planning. The counselor held conferences with parents and teachers about children who were referred and counseled directly with those children. Teachers did not counsel with pupils unless incidentally.

Incoming children received orientation through a pamphlet which was distributed to parents. There was no assembly, and therefore no assembly program. There was no formally planned program for incoming first grade children. Homeroom activities for guidance were in the planning stage. The school staff was working toward departmentalization.

Prospective high school students were furnished duplicated materials about the high school as a means of acquainting them with the program. No tests were administered by the high school.

There was no follow-up program, and none was being planned.

**District No. 14**

This was a large district of over 2,000 children, and a teaching staff of 84. The director of guidance was also a counselor, who was certificated by the state department.

In the mailed questionnaire, the guidance director indicated that guidance was good instruction, concerned with those activities not in the curriculum, and that it was the activity which assisted the individual child to interpret information relative to himself. She further indicated that it was
a service for treating disciplinary cases and a service for assuring school attendance.

The answer to the question, "Is there a functioning guidance committee of representative teachers and administrators?" was in the negative, while the answer to the question, "Does the school have a community council on guidance?" was "yes, the visiting counselor, speech correctionist, teacher of mentally handicapped, PTA, health council and a physician act as such a council."

There was no budgetary allowance for materials in this area. The library contained no occupational briefs, monographs, or abstracts. A list of sources for occupational material was kept in the library.

The director of the program stated that publicity about the program was given to teachers. In answer to the question, "Do teachers confer frequently on guidance plans for the school?" she said, "Only occasionally." When asked, "Does the school have a stated policy as to the function and purpose of guidance?" the reply was "classroom instruction takes care of all problems except for case work." In-service work in this area was accomplished through departmental meetings. She stated that they were getting to the place where they would devote one teacher meeting a year to guidance.

Cumulative records were in use. The director stated that the high school did not want them. Family information was not recorded in the cumulative record. It was recorded in case records. Pupil activities and pupil likes and dislikes were incidentally recorded by the various persons who worked with the record. The records were reviewed with the respective pupils.

It is not clear whether the guidance director understood the questions
asked of her during the interview. When asked whether at least one achievement test was administered annually to all children, she was not able to answer. She did reply in the affirmative that one reading and two scholastic aptitude tests were administered during the eight years in the elementary school. Use of problem check lists, inventories, sociometric data, anecdotal data and the like were not planned. They may have been used incidentally by the individual teacher.

The teachers were given time for counseling with students. The students did not have a guidance interview each term; periodic counsel was given those children who had been referred to the counselor.

An orientation program had been in effect but was cut out by administrative decision. Assembly programs were not used for guidance purposes. Duplicated materials were distributed to parents of those children who were preparing to enter school.

Placement of children was effected after study of test data and teacher evaluation. A decision to promote and fail was made after a study of each questionable case. A test battery was administered by the high school staff to assist in evaluating the student's ability and in selecting the child's curriculum. Duplicated materials about the high school were furnished the prospective students by the school counselors.

There was no follow-up of the high school students by the elementary school. It was noted that the programs were independently developed by both schools. There appeared to be a feeling of strained relationships between the two schools on the part of the director of guidance. The elementary school cumulative record was not utilized by the high school. Within the
elementary school, the director of guidance stated that follow-up was used for curriculum development and revision.

District No. 15

This was a small district of over 300 children. It was one of the six districts to which the high school assigned a counselor. The counselor spent one day a week in this district.

The superintendent said that guidance was good instruction, concerned with all those activities not in the curriculum, and was the activity which assisted the child in interpreting information relative to himself. He recognized guidance as a service (1) to determine the schools' needs, (2) for psychological therapy, (3) for remedial instruction, (4) for treating disciplinary cases, (5) for assisting pupils' adjustment to situations and problems, and (6) to meet the individual pupils' educational needs. He noted that the counselor did not discipline and that a service for assuring school attendance was not needed.

There was no functioning guidance committee of teachers and administrators, nor any community council on guidance. There was no budget for guidance materials. Teachers did not confer about guidance plans for the school and there was no stated policy for guidance. Such work as was done was apparently carried on as a result of the impetus given by the high school. An attempt was being made to carry out the provisions of the visiting counselor program as set up by the state.

Cumulative records were non-existent. A record was in the process of being developed. There was a pupil accounting record.

A testing program was being formulated but was not ready for implemen-
tation at the time of this study. Any library materials on vocations were there as a matter of coincident and not of plan.

Any counseling done by teachers was incidental. Teachers knew the families from which the children came since it was a small community. The superintendent noted this as a phenomenon of small communities. Case study conferences were conducted by the counselor and not by the teachers.

Such orientation for entry to the elementary school as was given was by word of mouth from the superintendent's secretary at the time of enrollment. There was a program of orientation for those children entering kindergarten. This consisted of a talk and distribution of duplicated materials to the parents. The high school staff administered a battery of tests and talked with prospective graduates of the elementary school to assist curriculum selection. This was carried on by the high school principal and assistant principal with the aid of the elementary superintendent and eighth grade teacher. The failure and promotion policy was called "indefinite."

There was no planned follow-up. The teacher of the seventh grade had personally conducted a follow-up of the graduating class of the previous year as an individual project.

The superintendent said the high school and elementary school guidance programs were cooperatively developed but did not explain how. He called the program "too limited." It appears that the existing program should be credited to efforts of the high school, with acceptance by the elementary school. There was some positive indication that a program could presently be developed in this district.
District No. 16

This was a large district of almost 3,300 children. In Illinois, this district was unique because of the unprecedented size of annual growth. In one year the school enrollment increased 258 per cent over the previous year.

In response to the mailed questionnaire, the visiting counselor replied there was no guidance program in existence; there was no need for one and there were no plans to organize one. He stated that guidance was good instruction and that guidance is the activity which assists the individual child to interpret information relative to himself. This district probably had the most extreme acceptance of the above concept.

The situation pertained, although he agreed that the purpose of the guidance program was a service for assisting pupils adjustment to situations and problems and to meet the individual pupil’s educational needs. The curriculum coordinator did state, however, that the expressed opinion as to function and purpose of guidance was his personal view.

There was no committee on guidance of teachers and administrators, nor was there a community council on guidance. The curriculum coordinator noted that the village trustees had a sub-committee on mental health.

Orientation to the program of the visiting counselor was given to the teachers through a handbook and to the community through PTA meetings and study groups. The curriculum coordinator said that she could not say that the program for pupil adjustment was effective.

Office space for interviews was provided in each building. There were services within the community for the administration of tests and counseling aid to help children who had psychological involvements.
The cumulative records followed the pupil through the grades into the high school. Social data and pupil likes and dislikes were not included. Teachers who carried the responsibility for keeping records up to date entered social and pupil data of the type mentioned on their own initiative, if at all. Records were stored in the rooms. The curriculum coordinator hoped that the evaluations were always based on objective data.

Pupils receiving special attention were helped to review their own records when "mature enough." The counselor worked with pupils through the teacher up to the fourth grade level, and directly with the pupils from the fourth grade on.

A standard testing program was in operation. Problem check lists, pupil inventories, anecdotal records, and sociograms were used if the teacher took the initiative to use the techniques. In-service work was conducted for interpretation of test results. Conferences about pupils were held in the school and with parents in special cases. Home reporting was also done through parental conference.

The junior high school library had a variety of books and files of occupational briefs, abstracts, monographs and pamphlets. A list of sources for such data was kept current.

Exploratory opportunities in the curriculum and co-curriculum were "extremely limited," courses or units on occupations were only incidentally provided.

Parents were called in to assist orientation of pupils for kindergarten, junior high school, and high school. There was a homeroom program to serve the guidance of children at the junior high school level.
The primary grades were organized along the lines of a primary school. The child could take two, three, or four years to complete this level, which would normally be the first three grades. The curriculum director stated that children above the primary school "were retained in some instances."

The upper grades were semi-departmentalized; they worked on large blocks of time for the fundamental learnings, with smaller blocks for special subjects.

The high school used the elementary school data in conjunction with a group of data from a test battery which was administered to assist in the selection of curriculum.

There was no follow-up of graduates since the schools had not sent enough children through the high school. The director of curriculum stated that follow-up data which were acquired through impressions gained in conversation was used as a basis for reorganizing the guidance program.

**District No. 17**

This was one of the six districts served by the visiting counselor assigned from the high school. There were over 1,700 pupils. The superintendent noted that guidance was (1) good instruction, (2) for the treatment of disciplinary cases, and (3) for the assistance of the pupils' adjustment to situations and problems in general and (4) to meet the individual pupil's educational needs. The superintendent said the best guidance was done by the classroom teacher, with someone else to do the testing.

There were no committees on guidance in either the school or the community. The responsibility for what was, or was not, done was delegated to the building principals. In one building, a central library was maintained
by a classroom teacher. Classes were allowed to come in for library periods. Teachers were allowed to borrow books on room loan. The visiting counselor worked with special cases only. There were no faculty meetings devoted to guidance.

The cumulative record followed the child into high school. The form was one which was purchased from out of the state. There were provisions for entering the social, emotional and work pattern data of children. Recording pupil likes and dislikes, sociometric data and pupil plans were not provided for. Pupils were not assisted in reviewing their records as a standard practice, but special cases did receive this service from the counselor.

At least a minimum group of standard tests were administered annually. Anecdotal data, problem check lists, pupil inventories and similar data were not employed except as the teachers might use them.

The library was not set up to include specific materials on vocations and there were no planned units or courses in the curriculum to acquaint children with vocations. Sources of materials were not kept.

Teachers were allotted no time for counseling. Such counseling as was carried on was with special cases by the visiting counselor, or incidentally by teachers with their students. Case study conferences were called by the visiting counselor. Pupil progress was not reviewed with the pupils.

A planned orientation program in the school was non-existent except for the work of the high school staff in assisting the step to high school. A battery of tests was administered to the prospective graduates and conferences were held with each during which duplicated materials were placed in the
pupils' hands and discussed.

There was no follow-up of students, and no information or data were available from this source to assist in curriculum planning and revision.

The program which existed was stimulated and administered by the high school. Administrative acceptance in the elementary school appears to have brought guidance into the district.

**District No. 18**

This was a district of 1,150 children. Although the director of pupil personnel was certificated under the state program for the visiting counselor, he was not paid by the state subsidy and, therefore, was not held to the limit of the prescribed activities of the state program. The director had been given the responsibility for answering the questionnaire and for the subsequent interview.

In the mailed questionnaire he noted that guidance was good instruction and guidance was the activity which assisted the individual child to interpret information relative to himself. He enumerated the purposes of the school's program: (1) to render psychological therapy, (2) to render assistance for pupils' adjustment to situations and problems, and (3) to some extent remedial instruction.

This director defined the policy as to function and purpose of guidance in terms of his responsibility. He said that he assisted the superintendent, principals and teachers in the solution of problems arising from personal, emotional, and social adjustment which pupils encounter.

There was a committee of the total administrative staff which included the four principals in the district, the superintendent and the director of
pupil personnel, which functioned as a guidance committee at times. There were no teachers in the group.

There was a health and welfare council which the director called too large. He said it was quite new and the lines of communication were not well established. It did not go to the "grass roots."

The teachers were oriented for guidance through an in-service program. The interviewee worked directly with teachers on children's problems, which helped to strengthen the program. There was no general acquaintanceship with the program on the part of the community at large, although those parents whose children had problems became well acquainted with the program through conferences about their children.

A cumulative record was in use. That record was one which was in general use in many of the districts visited. A study was in progress to develop a record locally for the district to replace the one presently in use. Recording of pupil likes and dislikes was not provided for in the present form. The records were stored in a file in the teacher's room and were not to be removed from the building. The director of pupil personnel did the "necessary needling to get the teachers to keep them up to date."

Confidential information, such as intimate family data and results of some tests, together with the evaluations, were stored in the file of the director of pupil personnel.

A comprehensive group of tests appeared to be in use in the district. At least one standardized achievement test was administered annually from the second through the eighth grade. A reading test was administered in the first grade. The 1937 revision of the Stanford Binet was administered in
the four year kindergarten by the teacher, who had the competence to adminis-
ter this device. The Primary Mental Abilities Examination was administered
in the third, fifth, and seventh grades. Diagnostic tests in reading and
arithmetic were available.

A problem check list had been used in the seventh and eighth grades. The
interviewee stated that they were changing to another problem check list since
the new one seemed to be "less threatening" than the one they had used. Some
teachers used anecdotal records.

Centralized libraries were established. The children were instructed in
the proper use of the library. Broad coverage of occupational materials was
not accomplished. A "cursory" approach to exploration in the curriculum and
co-curriculum was accomplished through an assignment in vocations at the
seventh and eighth grade levels. Some occupational abstracts and briefs were
available.

Except for special cases, it appeared that the teacher functioned as the
counselor. Conferences were held with each child prior to, and/or after,
the parent-teacher conference. The interviewee noted that some teachers did
"systematic" counseling. He noted that all teachers were not convinced of
the value of these conferences. This was particularly true of the primary
teachers. Group and individual conferences were held with respect to promo-
tion, double promotion, and retention.

The director of pupil personnel carried on case conferences and reviewed
pupil progress with each child who was referred to him for special treatment.
Some of the counseling was "straight non-directive."

Orientation was planned for all children. A booklet explaining the
kindergarten program was sent to parents. Parent conferences were held during
the first three weeks of school. The principal endeavored to have individual conferences with parents of all kindergarten children and move-ins. The principal also had conferences with parents of sixth grade children in the spring to orient for junior high school. The eighth grade pupils were tested in the elementary school and the results were used by the high school when that staff came in to confer with the group, and individuals in the group, about the high school program. Duplicated informational materials about the high school were furnished the pupils.

In 1948 a study of graduates who went to the high school was conducted. This was a "systematic" study. The classes of 1946 and 1947 were included. Other than this the elementary school received grade reports of first year high school students only. There was no other follow-up. Follow-up data was not used in curriculum revision. The interviewee covered this point by saying, "We go along on the basis that most of our youngsters go on to college."

The guidance programs of the elementary and high school were independently developed. There was only one cooperative effort by the schools—that of orienting children for high school as shown above. The purpose of that cooperation was to effect articulation of the programs of the two schools.

**District No. 19**

This was a district of about 1,400 children. It was the only district outside the greater metropolitan Chicago area which assigned staff members to guidance and was willing to be visited for the interview. This district was, itself, outside of a large manufacturing center.

The superintendent noted that there was no guidance program in the district. A part-time counselor was assigned as a teacher-counselor for the
junior high school children. The superintendent said there was a need to establish a guidance program. He noted that guidance was good instruction, was concerned with all those services not in the curriculum, and that it was a program which assisted children to interpret information relative to themselves. He said its services were (1) to provide a service to determine the school's needs, (2) for psychological therapy, (3) for remedial instruction, (4) for treating disciplinary cases, and (5) for insuring school attendance.

There was no guidance committee in the school, nor was there a community council on guidance. One faculty meeting was held at which the speakers were from a mental health society. There was no stated policy as to guidance function and purposes. Pupils requiring treatment for psychological problems were referred to the mental health society mentioned earlier, or to Illinois Juvenile Research.

The accumulative record consisted of two 5" x 8" cards. Provision was made on one side to record the child's name, address, phone number, birth date, father's name, his occupation, mother's name, her occupation and about one-third of that card side was left blank for remarks. On the other side class grades were recorded and room for the teacher's name and remarks was provided. The other card contained test data. These were stored in the principal's office and did not go to the high school with the child.

That year, for the first time, standardized tests of achievement were administered to all children, and scholastic aptitude tests were administered to the children in two grades. Problem check lists and interest inventories were used incidentally by teachers, if at all. Anecdotal records were used as a means of diagnosing problems in special cases. Case conferences were
held between teachers and the counselor.

In the upper grades and effort to provide a list of materials relative to vocations was in progress. An occupational shelf had been provided on which were stored books, briefs, monographs and abstracts. Provision of materials for exploration in the curriculum and co-curriculum were planned as a next step. A list of sources for materials was maintained.

No time was provided for teacher counseling, although the superintendent said the homeroom teacher did most of it.

There had been an orientation for incoming children the previous year which had been dropped for the year in which this study was conducted. There would be only a pre-registration of new entrants that fall.

Since this was a non-high school district, the graduates of the sixth grade were sent to the junior high school and high school in the nearby city on a tuition basis. There was activity to articulate the step into junior high school. There was an orientation period provided for children in the sixth grade in preparation for this step. About one-sixth of the teacher-counselor's time was spent in this activity. It was not possible to follow the activity of the children any further than this step.

This district was growing so rapidly that the superintendent noted they were not able to provide classrooms fast enough to furnish space for the expanding pupil population. It appeared that the superintendent's time was so taken up with the problems involving the school's rapid growth that it precluded his supporting fully the integration of a total guidance program for the school.

**District No. 20**

This district, with a school population of about 2,000 children, was
somewhat unique in that the director of guidance was a Ph.D in psychology. The visiting counselor's activities and the teachers' activities in this work were coordinated through his office.

In the mailed questionnaire, the superintendent noted that guidance was good instruction, and that it was the activity which assisted the individual child to interpret information relative to himself. He emphasized the first point by saying that "guidance can be best described by saying that it is synonymous with good teaching." The title for the guidance organization was Department of Educational Counsel (DEC). This department was broader in scope than indicated as it underlay the entire school program.

The purposes for the guidance program were for psychological therapy, for remedial instruction, for treating disciplinary cases, for assisting pupils' adjustment to situations and problems, and to meet the individual pupil's educational needs. The director of guidance wrote, "the approach since 1920 has been pupil-centered with individualized instructional material in took subjects with provision for a wide range of enrichment. Each teacher feels a responsibility for all areas of child's development and places high priority on the social-emotional side."

There was no guidance committee in the schools, nor was there a community organization on guidance. The organization for guidance included the psychologist, a psychological counselor, a visiting counselor and two secretaries. Office space and quarters for counsel were provided in the schools. Tests, supplies and equipment were provided for out of budgeted funds each year.

Public relations for the program were effected through weekly and special newspaper articles, board annual reports, and teacher, administrator and
other staff members public appearances.

Within the program, a referral system went "from parent and/or teacher through the principal to the counselor or psychologist. Then it was cleared with parents and a pediatrician or family doctor, and the school. A Medical History Advisory Board reviewed cases and suggested further referral sources for the most difficult cases."

The cumulative records were used only in the elementary school. They were not sent on to the high school. These records provided for school achievement data, pupil data, occupations of parents, parental origins, educational status of parents, and data about siblings. The children were not assisted to review their own records.

A testing program was in effect. Aptitude measures were administered in the senior kindergarten, third grade, fifth grade, and in February, to the eighth grade. At least one standardized achievement test was administered annually. Diagnostic, performance, intelligence and projective techniques were used in making case studies. Problem check lists, interest inventories, and anecdotal records were used rarely.

No planned work was done in the library for providing materials, specifically in the areas of vocations. The director did note that materials were provided for acquainting pupils with exploratory opportunities in the curriculum and co-curriculum.

Time was provided for every teacher to counsel students. Each pupil had at least one counseling interview each term.

Research projects were carried on by the counselors and statistical studies were made to determine effectiveness of the total program of the school.
The guidance personnel assisted in planning for placement and in follow-up within the school. They also carried on case studies and case conferences, "but not real psychiatric staff conferences such as were done here for many years."

A program of orientation for all children was provided. There were meetings with prospective kindergarten parents and pamphlets were given to all parents in the district. The assembly was used to assist orientation to various aspects of school life. Test batteries were provided to assist in selection of high school curriculum. Duplicated materials were furnished the prospective high school students and each was counseled by the high school staff to facilitate the articulation, but there was no follow-up of children in the high school.

The programs of the high school and the elementary school were independently developed. The director of guidance noted that the schools had "different philosophies and guidance orientation."

**District No. 21**

This district had a pupil population of about 700 children and was served by a part time visiting counselor assigned from the township high school. She held the view that guidance was the activity which assisted the individual child to interpret information relative to himself. She also noted the purpose of the guidance program was to provide assistance for pupils' adjustment to situations and problems and a flexible organization to meet the individual pupil's educational needs. The school had no stated policy as to the function and purpose of guidance other than the superintendent's convictions.

There was no committee in the school or in the community for guidance.
There was admittedly no referral policy set up. She did note that teachers and parents made referrals to the counselor and the counselor carried the case to other agencies such as Illinois Juvenile Research. This area was limited with respect to specialists being immediately available.

The cumulative record followed the child only through the grades and was not sent on to the high school. The record form was a 5" x 3" card on one side of which was space for pupil data with respect to name, domicile and birth; date and source of entry and discharge, with reasons thereof; origins and occupations of parents; and data about attendance at other schools. The reverse side of the card contained space for the attendance record, school grades, and standardized test record. A new cumulative record folder was being developed.

At least one standardized achievement test was administered annually. Aptitude tests and other techniques were not used.

It appeared that the books on vocations in the library were acquired haphazardly through individual gifts or loans. No briefs, monographs or abstracts were present. Units in this area, however, were being developed in the upper grades.

Such counseling as was done by teachers appeared to be incidental. The counselor did counsel special cases about which conferences were held with the parents and teachers and he reviewed the pupil's progress with the pupil in the special cases.

Orientation was planned for the entering first grade children which consisted of sending home some duplicated material about the school. A battery of tests was provided by the high school staff, and orientation to high school was assisted through conferences and by distribution of materials.
There was no follow-up of graduates into the high school by the elementary school staff. The superintendent did say that, to a limited degree, the high school and elementary schools developed the guidance programs cooperatively.

It should be noted that this is a very rapidly growing district. Notwithstanding an almost constant planning for and building new school rooms, they were on "double shift" throughout the grades. In spite of the new building available the following year, the projection of pupil population let the superintendent to say that the same conditions would probably exist at that time. It is suspected that administrative efforts here were probably almost entirely expended in dealing with the external problems accompanying rapid growth rather than in integrating the school's programs.

**Summary**

This chapter attempted to picture the best in Illinois guidance programs. It was found that great disparity in practice existed among these few districts. Notwithstanding, however, it should be noted that all agreed that someone must take responsibility for the program. This individual must be released from any other duties during the time required to work in the area of guidance.

Terminology in practice, though sounding the same, carried with it a variety of implications. Following are some of these:

1. That guidance and instruction are identical processes.
2. That guidance and instruction may be performed by the same person.
3. That guidance and instruction both have bases in the curriculum.
4. That guidance is a service for assisting children's adjustment.

All of these preceding statements have at least some elements of truth.
They differ in the matter of degree. Taking each statement individually:

1. Guidance has roots in instruction as anything taught has ramifications which, if used, provide a basis for orientation in problem solving. Having knowledge, however, cannot be construed to mean that that knowledge will be effectively applied.

2. It is true that guidance and instruction may be performed by the same person. The insight and training of the individual and the time provided to a specific field will enhance or limit that person's effectiveness in the particular field.

3. Guidance and instruction both have bases in the curriculum. The product of instruction becomes integrated only when made familiar and applicable to the person's range of experiences which involve choices.

4. Guidance is a group of services for assisting children's adjustment. A child who is assisted to face reality and to evaluate his own true relation to the facts of his environment and then adjust his inner life so that he may live with his decision about these data is in a state of harmony.

In this area there was no agreement among superintendents, among specially trained person, or between the administrators and specially trained persons. It is noted that the specially trained persons tended for the greater number to accept the view held by the school administrator. Much must yet be done to settle the basic issue of the extent and type of guidance needed. Many basic concepts in guidance need to be clarified.

One program had used psychiatric staffing in an earlier period, but was now returning to a position similar to the one advanced in this study. Guidance becomes the school's responsibility when the learning of a child is impeded. The school, in turn, should have a staff member who is familiar with the work of the various specialists in guidance and can render some special assistance beyond the scope of the teacher. This person follows up the cases to assure proper referral and adjustment that should be forthcoming.
Three of the twenty-one school districts appear to have programs, some facets of which deserve note. These districts are designated numbers 7, 18, and 20 in the preceding discussion. It is noted that the personnel in all three districts tend to treat guidance and education as a single entity.

The backgrounds of the heads of the departments were as follows:

1. District No. 7's director emphasized tests and statistics as a basis for providing evidence in various studies.

2. District No. 18's director stressed clinical psychology, and

3. District No. 20's head was a Ph.D. in clinical psychology.

Although two were heads of departments certified under the state program and the third had qualifications for certification for the maladjusted program, not one of the three was supported by state subsidies provided under that program. The general reason for this was cited by the heads of departments in these districts as well as several in other districts. They felt the state program restricted their scope of activity into too narrow channels.

All three districts did have visiting counselors whose salaries were subsidized by the state under the state program.

All three of the districts had guidance councils which reached out into the community institutions, both public and private, for public approval. An awareness of the activity and support for it was obviously present. The basic reason appears to be that two way communication between the school and community was well established and was being used to make the community aware of the problems. In turn, the school was assisted in supporting the activity in several ways--financial, public opinion, and the rendering of community services.
Within the schools, several activities were well organized and functioning. These were centralized school libraries which could furnish a vast amount of professional and occupational material for basic pupil orientation, district-developed record systems which were adapted to the school organization of curriculum and child study, a guidance staff which reached into the community as shown above, and finally, a positive staff view for assisting children with their problems. With the exception of point-of-view, three school districts had what appeared to have been a comprehensive program of guidance according to the ideal presented in Chapter II of this study.
CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary of the Method

Three facets of this study which are of major importance to it are (1) the rationale for guidance, (2) the determination of the status of guidance in Illinois, and (3) the analysis of the status of guidance using the developed rationale.

The methods used in getting the data were (1) reviewing the literature in order to determine the best thinking about guidance, (2) mailing a questionnaire to the 404 districts in the basic population to determine the status of guidance in those selected districts, (3) visiting 21 of the districts for a review of those programs already implemented, (4) comparing the statements made by superintendents about their views toward guidance with those developed from the literature, and (5) comparing the guidance practices in use with the suggested best practices based on the developed rationale for guidance.

Principal Elements in the Literature

The data are summarized to represent the most nearly typical thinking of writers in guidance.

1. The Purposes of guidance in elementary education

   A. Guidance is generally concerned with:

   1. treating children as individuals,
   2. giving children satisfaction from adjusting and contributing to the social and economic order,
3. measuring traits of children,
4. understanding vocations,
5. preventing mental disorders, and
6. articulating the program of education.

B. Guidance is specifically concerned with:

1. developing adequate records about children,
2. information about children's problems,
3. assistance for children in seeking solutions to their problems,
4. aid for children in affecting the solutions, and
5. a review of the effectiveness of the solutions and modification of them to help the children to adjust to new situations.

II. Administration of the guidance program.

A. Delegation of administrative power in the public schools of Illinois

1. The school is a state institution.
2. Unless restricted by constitution, the state legislature has unlimited discretion in school matters.
3. To implement self-improvement programs, the legislature has permitted the formation of school districts.
4. A group of persons elected from the school district function as "state officers" to carry out constitutional mandates and legislative enactments.
5. The board employs a superintendent as its executive officer.
6. He is a liaison tying the school and its components into a functioning whole.
7. Because of discretionary and "fact-finding powers" allocated to him, he is the logical administrator of the guidance program.

B. Functions of Administration are:

1. Planning,
2. organizing,
3. commanding,
4. coordinating, and
5. controlling.

C. Characteristics of Administration are:

1. Imagination and
2. projection.
III. Views of Guidance

A. The "Personnel" View

1. This approach holds guidance to be inseparable from instruction.
2. It implies that the present school personnel will do the entire task.

B. The "Functional" View

1. This approach holds guidance to be composed of many facets.
2. In this approach, a team of workers would be created to assist in the solution of only one specific type of problem which an individual may have.

C. The "Client-Problem Centered" View

1. This approach stems from the problems of the individual in relation to himself and to his environment.
2. This is the most general approach in the sense of working with any problem of the individual.

IV. The Role of Guidance

A. Guidance in the school program

1. It is not the first business of the school.
2. The school may not ignore conditions which block learning.
3. The guidance program in schools, like the physical health program, is there to assist in maintaining a stable situation wherein children can learn.

B. The coordination of guidance with the rest of the school program.

1. The local chief school administrator must be in agreement with and support the program.
2. He is the liaison between persons and programs in the local school district.
3. He is confronted with a baffling array of expressions about the nature of and specific purposes of guidance.

V. The School's Guidance Program

A. Defined as a group of services for children

1. Six authors or groups of authors define the guidance program as consisting of the following services:
a. individual inventory,
b. information service,
c. counseling service,
d. placement service, and
e. follow-up service.

B. The guidance services

1. The counseling service

a. Two extreme viewpoints in counseling exist. One contends that it is directive; that is, that the counselor assumes responsibilities for the solution of the counselee's problems. The other contends that the counselor merely assists the counselee to solve his own problem.
b. Most will agree that counseling is a person-to-person relationship.
c. The teacher is in a key position to counsel.
d. The nature of instruction limits the effectiveness of most teachers in guidance.
e. Curricula in teacher-training institutions do not presently train teachers for competence in guidance at the undergraduate level.
f. Children have problems which are much too complex to be solved without intensive work beyond the classroom.

2. The individual inventory

a. This service aids the counselee to know himself.
b. It aids the counselor to know the counselee
c. Sources of information are:

1. standardized test results,
2. anecdotal records,
3. cumulative records,
4. case records,
5. health records, and
6. information from interviews.

3. The information service

a. The information used in this service may or may not be part of the instructional program.
b. Information about the child's environment should be included.
c. This service dictates the necessity for a library, in the school, stocked with materials on a wide range of subjects.

4. The extent of need for the placement service is not clearly apparent in the elementary school at this time.
a. Orientation and adjustment are related to placement.
b. These latter two techniques or outcomes are also related to the follow-up services.

5. The extent of need for the follow-up service in the elementary schools like the placement service, is not clearly apparent.

a. Valuable help may be had for the improvement of educational experiences in the elementary school.
b. Responsibility of adjustment is taken over by the high school once the pupil leaves the elementary school.
c. This is sometimes called a service through which the school maintains systematic contacts with pupils after they have left school.

VI. Who Shall Guide?

A. The teacher is in a key position to help the pupil solve his problems.

1. She has limited effectiveness by the nature of her primary role in instruction.
2. She is limited usually by lack of training in this area.
3. Counseling, the key service, is an intricate and complicated process.
4. Time limits the work which teachers can do in guidance.

B. The school administrators play an important role in guidance since their support for the program and their activity in planning and coordinating are necessary if the program is to be effective.

C. Guidance Personnel

1. Guidance should not be superimposed on the existing school program by expecting the teacher to do all.
2. Specially trained persons can give assistance to teachers to better serve the needs of the pupils whom they serve.

Principle Elements in the Data

The data are summarized to present the consistency and divergence of guidance practices in Illinois elementary schools.

I. Opinions of Administrators - The views of guidance held by the administrator are not always clear cut.
A. They are not always consistent with their practice.
B. They confuse or superimpose guidance on the present school program.
C. They are influenced by factors outside of guidance itself.

II. Certification of guidance personnel.
A. Eleven of the school districts had full time guidance workers
B. Twelve districts indicated that they had full time guidance workers who were certified by the state department.

III. Personnel assigned tasks in the guidance program.
A. There is almost universal agreement that the teacher and the principal have a role in guidance.
B. It is not so clear what specially trained persons, if any, are needed. Specially trained persons who were employed were usually called counselors.
C. In addition, a small but significant number of persons were employed who were called Directors of Guidance and another group was employed under the title of psychologists.

IV. Guidance responsibilities of school staff.
A. Overwhelmingly the teacher had the major share of responsibility for the items listed with the exception of:

1. follow-up of early school leavers,
2. follow-up of graduates,
3. consultative service for school staff, and
4. assist in selection of high school curriculum. It should be noted that about 40 per cent of the respondents did include this factor as a teacher responsibility.

B. The principal was the person who usually had prime responsibility for these four tasks.
C. Specialized personnel, when employed, had responsibilities as listed in order of per cent of response:

1. counseling,
2. consultative service for school staff,
3. parent conferences,
4. assist in decision to promote or fail,
5. assist selection of high school curriculum, and
6. assist orientation of new children.

V. Pupil Records Maintained

A. Cumulative and test records were almost universally maintained for all children.

B. In about one-fifth of the districts, case records were maintained for all children.

C. Somewhat over half the districts indicated that case records were maintained in only special cases.

D. Anecdotal records were maintained for all children in somewhat less than one-third of the districts, while somewhat over one-fourth indicated that this type of record was used only in special cases.

VI. Responsibility for Entering Data in Pupil Records

A. Teachers have almost universal responsibility for maintaining cumulative records and test records.

B. Districts which employed special personnel assigned the responsibility for maintaining case records to the specialist. It was usually the teacher who was responsible for building anecdotal records.

VII. Staff having access to pupil records. All personnel who were employed by the school districts appeared to have access to all of the records although there were some variations in practice in some of the districts.

VIII. Information Kept in the Various Records

A. It appears that the cumulative record is generally accepted as the repository for all pupil data, with the exception of data contained in case records.

B. A significant amount of response (29.9 per cent) indicated that this case record was distinct from the cumulative record.

IX. The purposes of the School's Guidance Program

A. The general purposes of the guidance program appear to be properly identical to those of instruction.

X. Disposition of Records when Children Graduate.
A. By far the greatest response indicated that the pupil records should go to, and be used by, the high school staff. This, however, is not always the case.

XI. The Manner in which Children Receive Assistance through the Guidance Program.

A. It was not clear just how children should receive assistance through the guidance program. Teacher referral appeared to be the technique most frequently used. The other means for referral, with the exception of the pupil's own initiative in seeking aid, also received significant response.

Principal Elements in the Twenty-One Districts Which Were Visited

Due to the small number of districts in which guidance programs were actually being conducted, it was not always possible to discern distinct movements or even trends. The variation in practices among the small number of districts further added to the confusion. Whatever practices were agreed upon, as shown, were due to the frame of reference for the "Program for the Maladjusted." This was the program which received the state subsidy for the visiting social worker.

I. The "Program for the Maladjusted."

A. Fifteen of the twenty-one districts which were visited received some of their support from the subsidy under this program.

B. Twelve of the districts employed only the visiting counselor (social worker).

C. Five districts employed personnel only through use of local district funds and refused the subsidy for the visiting counselor.

D. In one district no specialized personnel were employed. The superintendent felt that he and his staff were adequate for the job to be done.

II. Viewpoints of Guidance

A. There appeared to be little or no discrimination between guidance and instruction. This was probably due to the fact that the general purposes of both programs are identical. Practice indicated that something more than instruction was needed.
III. Individual Inventory Service.

A. The cumulative record was in general use and included the test record.

B. Tests were systematically administered to the pupils in all of these districts.

C. Maintenance of anecdotal records was usually dependent upon the teacher initiative, although several districts appeared to be well aware of the value of the records and teachers were encouraged to use them for guidance purposes.

D. In a small number of the districts comprehensive case studies were conducted in special cases.

E. There was no standard record in use, although a number of the districts were using a form which was developed by a principals' association some years previous.

IV. Information Service

A. Libraries

1. All of the districts provided room libraries.
2. Thirteen of the districts had central libraries as a means of circulating materials.
3. Six employed librarians.
4. Almost all of the districts gave some thought to occupations, but in only a few were comprehensive materials available.

B. Orientation

1. Almost all of the districts had a systematic plan for orientation to kindergarten and to high school.
2. Most of the districts were not organized to orient new children into the grades.

V. Counseling Service

A. An attempt was made in all cases to provide private quarters for counseling.

B. The effectiveness of this service, in terms of total program, was doubtful in most of the districts as there appeared to be a lack of knowledge as to techniques of counseling.

C. "Inner" adjustment was not usually considered.
VI. Placement Service

A. Special education facilities were available in, or to, all of the districts and almost all children requiring special educational treatment were getting it.

B. The elementary school staffs were concerned, as were the secondary people, with curricular arrangements of the prospective high school students.

VII. Follow-Up Service. Although this service was employed to a great degree in one district, it was entirely missing or haphazardly conducted in the others.

A. Follow-up of graduates was carried on by a few of these districts as a part of their curriculum programs.

B. One of these districts carried on individual child study to a marked degree and used the data statistically to reorganize the curriculum.

VIII. Staff Organization

A. Teacher personnel accepted the guidance workers in some districts but not in others.

B. Where teacher personnel accepted the specialist and his services, the program seemed to be effective.

C. Districts which used the "Program for the Maladjusted" (visiting counselor) and bolstered the program by a Director of Guidance, seemed to do more effective work in this field than those districts where only the visiting counselor was employed.

D. Acceptance for guidance appeared greater where a "community council" and a "teacher's committee" on guidance were functioning.

E. Where the staff was organized for and conducted "in-service training," the work in guidance appeared to have better results than in other districts.

F. A better feeling seemed to prevail in those districts in which parents were called in to confer with the teachers and specialists about their children than was apparent in those which neglected this practice.
Conclusions

I. Elements of a guidance program were generally evident in all of the school districts.

II. Nearly ideal programs were being conducted in three districts.

III. Generally, it appeared that administrators were satisfied with the successes achieved from a partial program.

IV. It appeared that administrators were loath to take leadership for one reason or another in acquainting their respective boards of education with a total guidance program. This may have been due to budgetary implications or a lack of knowledge about guidance services.

V. The possibility existed that a guidance program of the breadth recommended was so unique that its full impact for helping elementary children was not generally known.

Recommendations

I. School administrators on the local level should acquaint their boards of education and community groups with problems in the school and try some of these ideas so that the various groups may see the benefits that may accrue to children.

II. Consistent with the recommendation in I above, it appears that administrators should conduct studies of pupil needs in order to determine the kind of organization, in terms of records, personnel and physical facilities, which will best serve that district's needs.

III. Further studies of the effect of teaching staff activities and curricular arrangements on children's life adjustment appear necessary at the local district level.

IV. In addition, emotional difficulties of children should be appraised in terms of the various forces in the community which contribute to these difficulties.
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APPENDIX I

SUPERINTENDENTS' ROUND TABLE OF NORTHERN ILLINOIS

March 18, 1950

Report to School Problems Commission on "changes in the State Aid Formula to promote desirable reorganization of school districts."

Ladies and Gentlemen of the Commission:

After careful consideration of the question of desirable reorganization of school districts in Northern Illinois (including the suburban area) we make the following suggestions:

1. COOPERATING SCHOOL UNIT - We believe that the purposes of reorganization in Northern Illinois can be promoted by recognizing a COOPERATING SCHOOL UNIT which is made up of the elementary school districts and the high school to which they send children when such districts meet prescribed standards as to size and cooperation functions. This could be done by applying the same state aid distribution formula to such cooperating units as is now or may be applied to community unit districts.

We believe that such standards as those developed in the Clabaugh Report of 1947 and by the Governor's Advisory Commission of 1949 provide a basis for formulating the standards which cooperating districts would be required to meet. The following set of standards will serve to illustrate our suggestions:

QUALIFYING STANDARDS FOR A COOPERATING SCHOOL UNIT

a. Size--A cooperating school unit shall have at least 300 high school students and at least 750 elementary school pupils in the attendance area of the unit. Any contiguous and compact territory having a population of not less than two thousand persons and an equalized assessed valuation of not less than six million dollars may establish a cooperating school unit with less than 300 high school students and 750 elementary school pupils upon the advice and approval of the Superintendent of Public Instruction.

b. Cooperation Functions - Each Board of Education or Board of School Directors shall sign an agreement to perform and execute the following cooperative functions as a basis for qualifying in a cooperating
school unit. Such agreements shall remain in force until terminated when the Board taking such action shall notify the Annual Board Chair- mans and the County Superintendent on or before June First of the action to terminate.

(1) **Integrated School Calendar** - Each cooperating school district shall participate in the formulation of the school calendar for the cooperating school unit which shall specify the beginning, holiday periods, and close of the school year.

(2) **Integrated Curriculum, School Health, and Guidance and Record Program** - Each cooperating school district shall participate in the formulation of curriculum, school health, and guidance and records programs which begin in the kindergarten and extend through the high school.

(3) **Integrated Faculty Study and Planning Program** - Each cooperating school district shall participate in the formulation of plans for in-service professional growth of the school faculties with the objective of providing the best possible educational service to the girls and boys in the cooperating school unit.

(4) **Integrated Use of Coordinating Personnel** - Each cooperating school district shall participate in the formulation of plans for the use of coordinating personnel such as curriculum directors and others. Each cooperating school district may provide for the joint employment of coordinating personnel to serve two or more districts in the cooperating unit.

(5) **Integrated Building Planning and Utilization** - Each cooperating school district shall participate in formulating plans for the construction and utilization of school buildings and grounds in the cooperating school unit.

(6) **Annual Organization Meeting and Officers** - The following meetings and officers shall be provided for in a cooperating school unit:

(a) The Boards of Education or Boards of School Directors in a cooperating school unit shall hold an organization meeting within one month after the elections for boards in April of each year. At this annual organization meeting one of the presidents of the several boards shall be elected chairman for the year. Under the direction of the annual chairman the several boards shall establish an executive committee and such committees as may be deemed necessary.
(b) At the same time as the annual organization meeting for boards the chief administrators of the several cooperating school districts shall meet and elect one of their number chairman for the year. Under the direction of the annual chairman the several administrators shall establish an executive committee and such other committees as may be deemed necessary.

(c) The annual chairman of the boards and the annual chairman of the administrators shall work jointly in planning and conducting at least two conferences each year on the problems of education in the cooperating unit. One conference shall take place during the first semester and one during the second semester and board members, faculty members, administrators, other school employees, parent leaders, student leaders, and community leaders shall be invited to take part in planning and conducting these conferences.

(7) Certification - The Superintendent of Public Instruction shall perform the function of recognizing cooperating school units and shall certify that they have and are meeting the prescribed standards. Such certification shall entitle the districts in a cooperating school unit to the same state aid distribution as is now made or may be made to community unit school districts.

a. Procedure for Filing Claim for State Aid in a Cooperating School Unit - The high school in each cooperating unit shall submit a statement of A.D.A. to each cooperating elementary school district showing the number of students in A.D.A. from each elementary district on or before June 30 of each year. Each cooperating elementary school district shall prepare a state aid claim on the form prescribed for community unit districts and shall file a copy of the same with the high school of the cooperating school unit as well as with the County Superintendent. Each high school shall prepare a claim for the proportionate amount due based upon the assessed valuation and combined A.D.A. (high school fraction and elementary A.D.A.) of each cooperating school district. The County Superintendent shall then compute the state aid due to each district in the cooperating unit and process the claim in the usual way. The same procedure shall be used in filing claims for all parts of school districts in a cooperating school unit.

2. We have considered the need to improve and refine the Foundation State Aid Formula in several ways, but time and supporting data are not available to make it possible for us to submit a carefully prepared formula change or changes at this time. We do suggest that the formula be improved by:
a. Recognizing the fact that the cost of buying the foundation program varies in different parts of the state due to variations in the cost of elements in school operation.

b. Encouraging reasonable class size in the application of the formula.

c. Recognizing the degree of local educational tax rate effort in the formula.

d. Encouraging a longer minimum school term in the formula.

e. Adjusting foundation aid levels per pupil in line with cost studies and in such a way as to have the local school district and the state bear a reasonable share of the cost of the foundation program.

CONCLUSION

Our Committee is convinced that good schools should be encouraged to plan and work together in such a way as to achieve the best possible education of girls and boys. We believe that the proposed COOPERATING SCHOOL UNIT is a step in the right direction and that it will appeal to most professional and lay leaders.

Committee on State Aid Formula and Desirable Reorganization

Lewis Morgan, Wheaton
Willard Jackman, Elmhurst
J. V. Moon, Western Springs
B. L. Smith, Oak Park

NOTE: Our Committee is preparing a worksheet which will illustrate the application of the cooperating school unit plan to the York Community High School area which is composed of Elmhurst and Villa Park as elementary school districts.
APPENDIX II

QUESTIONNAIRE

Administrative Patterns for Guidance in Selected
Elementary School Districts of Illinois

District No: __________

Name of Respondent: __________________________

Title of Respondent: __________________________

PART I

1. What was the average daily attendance in your district during 1953-1954?

Check the appropriate column to indicate your reply:  

Yes  No

2. Is there a guidance program in your schools?

3. If not, is there a need for one?

4. Do you propose to organize a guidance program in your schools?  (Do not reply to No's. 2 and 3 if No. 1 is yes.)

5. Does your district have a full time guidance worker?

6. If No. 4 is yes, is he certified for guidance by the state department?

Part IIa

1. Guidance is good instruction.

2. Guidance is concerned with all those services not in the curriculum.

3. Guidance is the activity which assists the individual child to interpret information relative to himself.
PART II

1. Check in the appropriate spaces those who are assigned tasks in the guidance program:

<table>
<thead>
<tr>
<th>Role</th>
<th>Assigned Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher</td>
<td></td>
</tr>
<tr>
<td>Counselor</td>
<td></td>
</tr>
<tr>
<td>Principal</td>
<td></td>
</tr>
<tr>
<td>Psychologist</td>
<td></td>
</tr>
<tr>
<td>Director of Guidance</td>
<td></td>
</tr>
<tr>
<td>Psychometrist</td>
<td></td>
</tr>
</tbody>
</table>

2. By checking the appropriate boxes, indicate the assignment of the members of your school staff for guidance:

<table>
<thead>
<tr>
<th>Personnel Assigned Guidance Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher</td>
</tr>
<tr>
<td>----------------------------------</td>
</tr>
<tr>
<td>Instruction</td>
</tr>
<tr>
<td>Discipline</td>
</tr>
<tr>
<td>Attendance</td>
</tr>
<tr>
<td>Counsel</td>
</tr>
<tr>
<td>Tests (standard)</td>
</tr>
<tr>
<td>Follow-up early school leavers</td>
</tr>
<tr>
<td>Report pupil progress to parents</td>
</tr>
<tr>
<td>Follow-up of graduates</td>
</tr>
<tr>
<td>Assist selection of H.S. curriculum</td>
</tr>
<tr>
<td>Assist in decision to promote and fail</td>
</tr>
<tr>
<td>Parent conferences</td>
</tr>
<tr>
<td>Consultative service for school staff</td>
</tr>
<tr>
<td>Other</td>
</tr>
</tbody>
</table>
PART III

1. Check in the appropriate spaces the records kept in your schools:

<table>
<thead>
<tr>
<th>Types of Pupil Records</th>
<th>Records Maintained for all Children</th>
<th>Records Maintained for Special Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cumulative Records</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Case Records</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Anecdotal Records</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Test Records</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Other Records)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2. Check in the appropriate spaces persons who have responsibility for entering data in and maintaining the records indicated:

<table>
<thead>
<tr>
<th>Type of Records</th>
<th>Persons responsible for Entering Data and Maintaining Records</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher</td>
<td>Principal</td>
</tr>
<tr>
<td>Cumulative Records</td>
<td></td>
</tr>
<tr>
<td>Case Records</td>
<td></td>
</tr>
<tr>
<td>Anecdotal Records</td>
<td></td>
</tr>
<tr>
<td>Test Records</td>
<td></td>
</tr>
<tr>
<td>(Other Record)</td>
<td></td>
</tr>
</tbody>
</table>

3. Indicate which staff members have access to pupil records:

<table>
<thead>
<tr>
<th>Types of Records</th>
<th>Staff Having Access to Pupil Records</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher</td>
<td>Principal</td>
</tr>
<tr>
<td>Cumulative Records</td>
<td></td>
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<tr>
<td>Case Records</td>
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</tr>
<tr>
<td>Anecdotal Records</td>
<td></td>
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<tr>
<td>Test Records</td>
<td></td>
</tr>
<tr>
<td>(Other Record)</td>
<td></td>
</tr>
</tbody>
</table>
PART IV

1. The purposes of the school’s guidance program are to provide: (check all appropriate items below)

   ___ a service to determine the school’s needs.
   ___ a service for psychological therapy.
   ___ a service for remedial instruction.
   ___ a service for treating disciplinary cases.
   ___ a service for insuring school attendance.
   ___ assistance for pupil’s adjustment to situations and problems.
   ___ a flexible organization to meet the individual pupils educational needs.
   ___ (other) _____________________________________________
   ___ (other) _____________________________________________
   ___ (other) _____________________________________________

2. Children receive assistance through the guidance program as a matter of:

   ___ routine.
   ___ teacher referral
   ___ parent request.
   ___ voluntarily seeing the counselor
   ___ a combination of all the above.
   ___ (other) _____________________________________________
   ___ (other) _____________________________________________

If your school were selected, would you approve a follow-up for a closer study of your school’s guidance program?  Yes___  No___

If your answer is yes, would you be available for an interview?  Yes___  No___

Please make any additional comments on the back of the questionnaire.
APPENDIX III
CHECKLIST FOR THE GUIDANCE PROGRAM

<table>
<thead>
<tr>
<th>I. Organization</th>
<th>YES</th>
<th>NO</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Is there a functioning guidance committee of representative teachers and administrators?</td>
<td>:</td>
<td>:</td>
<td>:</td>
</tr>
<tr>
<td>2. Is there a budgetary allowance for current books on guidance?</td>
<td>:</td>
<td>:</td>
<td>:</td>
</tr>
<tr>
<td>a. For teachers?</td>
<td>:</td>
<td>:</td>
<td>:</td>
</tr>
<tr>
<td>b. For pupils?</td>
<td>:</td>
<td>:</td>
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<tr>
<td>3. Is there a teacher or group of teachers who have the joint responsibility with the librarian for selecting and arranging guidance books and materials?</td>
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<tr>
<td>4. Does the school have a community council on guidance?</td>
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<td>5. Is there clerical help to keep records up to date?</td>
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<tr>
<td>6. Is publicity given to the guidance program?</td>
<td>:</td>
<td>:</td>
<td>:</td>
</tr>
<tr>
<td>a. To teachers?</td>
<td>:</td>
<td>:</td>
<td>:</td>
</tr>
<tr>
<td>b. To community?</td>
<td>:</td>
<td>:</td>
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<tr>
<td>7. Does the school provide for in-service education of teachers in the field of guidance?</td>
<td>:</td>
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<tr>
<td>8. Do teachers confer frequently on guidance plans for the school?</td>
<td>:</td>
<td>:</td>
<td>:</td>
</tr>
<tr>
<td>CHECKLIST FOR GUIDANCE PROGRAM</td>
<td>YES</td>
<td>NO</td>
<td>COMMENTS</td>
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<tr>
<td>9. Is some staff member designated to keep a list of files for guidance?</td>
<td>☐</td>
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<tr>
<td>10. Does the school provide private quarters for interviews?</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>11. Does the school provide a means for teachers to get information about pupils?</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>12. Does the school have a stated policy as to function and purpose of guidance?</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>13. Does the school provide the services of a psychologist who is responsible for the administering and interpreting of tests?</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>14. Are teachers given the opportunity to evaluate the guidance program?</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>15. Is a referral policy set up to bring the pupils' problems to the attention of the counselor by the teachers?</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>16. Are specialists such as psychologists and psychometrists on the school staff or in the community who may be called in by the counselor to work with the more deep-seated problems involving social and emotional maladjustments?</td>
<td>☐</td>
<td>☐</td>
<td>☐</td>
</tr>
</tbody>
</table>

II. INFORMATION ABOUT PUPILS

1. Do cumulative records follow pupils from kindergarten through the grades into high school? | ☐ | ☐ | ☐ |
2. Do cumulative records contain information about:
   a. School achievement? | ☐ | ☐ | ☐ |
   b. Educational plans | ☐ | ☐ | ☐ |
   c. Evidence of aptitude other than scholastic? | ☐ | ☐ | ☐ |
### Checklist for Guidance Program

<table>
<thead>
<tr>
<th>Item</th>
<th>YES</th>
<th>NO</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>d. Personality traits?</td>
<td></td>
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<tr>
<td>e. Co-curricular activities and offices held in each?</td>
<td></td>
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<td>f. Out-of-school activities?</td>
<td></td>
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<td>g. Other evidences of leadership?</td>
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<tr>
<td>h. Pupil likes and dislikes?</td>
<td></td>
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<tr>
<td>i. Sociometric data?</td>
<td></td>
<td></td>
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<tr>
<td>j. Other</td>
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</tbody>
</table>

3. Do cumulative records provide such identification and background data as:

<table>
<thead>
<tr>
<th>Item</th>
<th>YES</th>
<th>NO</th>
<th>Comments</th>
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</thead>
<tbody>
<tr>
<td>a. Name, sex, place and date of birth?</td>
<td></td>
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<tr>
<td>b. Full name of each parent (or guardian)?</td>
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<tr>
<td>c. Their address and telephone number?</td>
<td></td>
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<tr>
<td>d. Occupations of each parent?</td>
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<tr>
<td>e. Race, nationality and birthplace of each parent?</td>
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<tr>
<td>f. Citizenship status of parents?</td>
<td></td>
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<tr>
<td>g. Educational status of parents?</td>
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<tr>
<td>h. Ages of brothers and sisters of pupils?</td>
<td></td>
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<tr>
<td>i. Economic status of family?</td>
<td></td>
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<tr>
<td>j. Size of house and number of other persons living in it?</td>
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<tr>
<td>k. Relationship of other persons to the pupil and his family?</td>
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</table>

4. Are records easily available to teachers, counselors, and other guidance workers?
<table>
<thead>
<tr>
<th>CHECKLIST FOR GUIDANCE PROGRAM</th>
<th>YES</th>
<th>NO</th>
<th>COMMENTS</th>
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<tbody>
<tr>
<td>5. Do teachers regularly contribute significant data to pupil records?</td>
<td>:</td>
<td>:</td>
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<tr>
<td>6. Is evaluation always based on objective data about the pupil?</td>
<td>:</td>
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<tr>
<td>7. Are pupils assisted to review and interpret their own records periodically?</td>
<td>:</td>
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<tr>
<td>8. Do teachers use pupil inventories to learn about pupils in their classes?</td>
<td>:</td>
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<tr>
<td>9. Does the school use at least a minimum group of standardized tests?</td>
<td>:</td>
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<tr>
<td>a. At least one standardized achievement test annually?</td>
<td>:</td>
<td>:</td>
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<tr>
<td>b. One reading and two scholastic aptitude tests during the eight years in the elementary school?</td>
<td>:</td>
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<tr>
<td>c. Is a problem checklist used for pupils in the upper grades?</td>
<td>:</td>
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<tr>
<td>10. Are anecdotal records used?</td>
<td>:</td>
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<tr>
<td>11. Is a systematic plan followed in recording pupil data on cumulative records at regular intervals?</td>
<td>:</td>
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<tr>
<td>12. Do teachers exchange information about pupils with counselors and other teachers?</td>
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<tr>
<td>13. Is at least one faculty meeting each year devoted to the interpretation and use of pupil data for guidance purposes?</td>
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<tr>
<td>III. INFORMATION ABOUT THE WORLD OF WORK</td>
<td>:</td>
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</tr>
<tr>
<td>1. Does the library contain a number and variety of books about occupations?</td>
<td>:</td>
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<tr>
<td>CHECKLIST FOR GUIDANCE PROGRAM</td>
<td>YES</td>
<td>NO</td>
<td>COMMENTS</td>
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<tr>
<td>2. Is a separate &quot;occupational shelf&quot; provided?</td>
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<tr>
<td>3. Are occupational briefs, abstracts, monographs and pamphlets available to pupils?</td>
<td>:</td>
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<tr>
<td>4. Is a filing plan provided for unbound occupational and training information materials?</td>
<td>:</td>
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<tr>
<td>5. Are materials provided for acquainting pupils with exploratory opportunities in the curriculum and co-curriculum?</td>
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<tr>
<td>6. Are courses or units on occupations provided in the curriculum?</td>
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<td>7. Are current occupational and training materials displayed prominently and attractively?</td>
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<tr>
<td>8. Does the librarian keep an up-to-date list of occupational and educational information sources?</td>
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<tr>
<td>IV. COUNSELING SERVICES</td>
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<tr>
<td>A. Counseling</td>
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<tr>
<td>1. Is every teacher given some time for counseling?</td>
<td>:</td>
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<tr>
<td>2. Are data regarding pupils easily available to teachers?</td>
<td>:</td>
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<tr>
<td>3. Do teachers know the families from which their homeroom members come?</td>
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<tr>
<td>4. Does every pupil have at least one guidance interview each semester?</td>
<td>:</td>
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<tr>
<td>5. Do counselors assist with the planning of placement and follow-up service?</td>
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<tr>
<td>CHECKLIST FOR GUIDANCE PROGRAM</td>
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<td>COMMENTS</td>
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<tr>
<td>6. Do counselors carry on research and study projects designed to make the guidance program more effective?</td>
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<tr>
<td>7. Do counselors cooperate in keeping the cumulative records up-to-date?</td>
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<tr>
<td>8. Do counselors conduct case studies and case conferences?</td>
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<tr>
<td>9. Do counselors periodically review with each counselee his progress?</td>
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<tr>
<td>B. Group Orientation</td>
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<tr>
<td>1. Is there an orientation program for incoming children?</td>
<td>:</td>
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<tr>
<td>2. Does the school assembly contribute to the orientation?</td>
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<tr>
<td>3. Do the homeroom activities serve the guidance program?</td>
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<tr>
<td>4. Does the school encourage excursions for orientation purposes in fields of work?</td>
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<tr>
<td>V. PLACEMENT</td>
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</tr>
<tr>
<td>1. Are parents of prospective kindergarten children brought in for a lecture and/or workshop for help in preparing the child for entry to school?</td>
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<tr>
<td>2. Are duplicated materials distributed to parents with suggested activities for preparing children to enter school?</td>
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<tr>
<td>3. Is a testing program in operation which assists the teacher in diagnosis of state of reading readiness?</td>
<td>:</td>
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<tr>
<td>4. Is the testing program used as a means of diagnosing and predicting as well as measuring teaching success?</td>
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<tr>
<td>CHECKLIST FOR GUIDANCE PROGRAM</td>
<td>YES</td>
<td>NO</td>
<td>COMMENTS</td>
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<tr>
<td>5. Is a policy established regarding promotion and failure?</td>
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<tr>
<td>6. Is the class organization changed for the upper grades in order to prepare the child for the high school?</td>
<td>:</td>
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<tr>
<td>7. Are a battery of tests provided to assist in the selection of high school curriculum?</td>
<td>:</td>
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<tr>
<td>8. Does the high school staff work with the prospective elementary school graduates to assist in selection of curriculum and in preparation for the high school?</td>
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<tr>
<td>9. Are duplicated materials about the high school furnished to prospective elementary school graduates?</td>
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</table>

VI. FOLLOW-UP

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<thead>
<tr>
<th></th>
<th>YES</th>
<th>NO</th>
<th>COMMENTS</th>
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</thead>
<tbody>
<tr>
<td>1. Are all graduates followed up, one and four years after they leave school?</td>
<td>:</td>
<td>:</td>
<td>:</td>
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<tr>
<td>2. Does the school know the number of graduates who eventually go on to college, where they go, and how long they stay?</td>
<td>:</td>
<td>:</td>
<td>:</td>
</tr>
<tr>
<td>3. Does the school use follow-up data for reorganizing the revising the curriculum at regular intervals?</td>
<td>:</td>
<td>:</td>
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<tr>
<td>4. Does the school consult graduates for suggested changes in program?</td>
<td>:</td>
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<td>:</td>
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<tr>
<td>5. Was the high school guidance program and the elementary school guidance program cooperatively developed by the two schools?</td>
<td>:</td>
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</tbody>
</table>
APPROVAL SHEET

The dissertation submitted by Ely Sires has been read and approved by five members of the Department of Education.

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

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

[Signature of Adviser]

Date