ROLES AND FUNCTIONS OF ELEMENTARY
SCHOOL GUIDANCE PERSONNEL

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August 1966
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SCHOOL GUIDANCE PERSONNEL

A Field Report
Presented to
The Graduate Division
Drake University

In Partial Fulfillment
of the Requirements for the Degree
Master of Science in Education

by
Victor A. Zañona
August 1966
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Since a renewed interest on the part of the Federal Government in the future of youngsters throughout the United States is evident, the need for elementary guidance in the lower grades is increasing not only through recognition by the Federal Government of necessary guidance in the early years, but also through the allocation of Federal funds for the support of education in general.

At present, the schools and school systems in many states are probing the area of elementary guidance with caution. Until such time as definite programs or guidelines have been set up by the states, some confusion will exist as to the responsibilities of guidance personnel in the elementary schools.

I. THE PROBLEM

Statement of the problem. It was the purpose of this study to determine the objectives of elementary school guidance programs and to analyze the roles of personnel included in such programs. An attempt was made to determine similarities and differences in programs, objectives, and personnel functions.
Importance of the study. The writer, in reviewing material relating to elementary guidance, found various ideas as to the roles of elementary guidance personnel. Confusion seems to be the keynote in relation to the objectives of the elementary guidance program; also, in relation to duties of personnel connected with the elementary schools.

The areas of responsibilities of guidance counselors, nurses, psychologists, social workers and other pupil personnel were not clearly defined in many of the periodicals and books which were reviewed; therefore, an attempt was made to resolve this problem of role responsibility on the part of guidance personnel.

With the increasing awareness of the need for counselors and elementary school guidance personnel in the elementary school has come a need to study the roles, responsibilities, and functions of such personnel in this area. The legislation provided by Congress for the introduction of guidance at the elementary level will stimulate a broadening role for guidance services in the elementary school. Therefore, it was the purpose of this study to ascertain the roles and functions of elementary school guidance personnel.

Limitations of the study. Periodicals which pertained to guidance in the elementary school were reviewed by the
investigator with the objective of obtaining current data on the subject matter.

The investigator felt that up-to-date literature would give perspective to the current trends in elementary guidance. With this in mind, only publication dates after the year 1960 were used; on the other hand, books were scarce in publication after the date mentioned, so some had to be referred to prior to 1960.

Material received from the State Departments of Public Instruction throughout the United States and from directors of pilot programs in chosen localities was used in this study by the investigator to further understand the roles and functions of elementary school guidance personnel.

II. METHODOLOGY OF THE STUDY

Letters\(^1\) were sent by the investigator to all State Departments of Public Instruction requesting any material that would pertain to elementary school guidance in their states.

From the responses that were received the investigator proceeded to contact, by letter,\(^2\) the directors of the programs which were recognized by the State Departments of

\(^{1}\) Appendix A. \(^{2}\) Appendix B.
Public Instruction as including an elementary school guidance program.

Responses received from the various states were excellent. All replied except Arizona, Indiana, Pennsylvania, Tennessee, and Virginia.

The information received from the directors of the programs in the various states was comparatively less than the State Departments of Public Instruction; however, the investigator felt that the return was sufficient to give a representative sample of the schools involved. The directors of the pilot programs who responded were from the following states: Florida, New York, Colorado, Louisiana, Michigan, Maine, Nevada, South Carolina, and Ohio.

The material which was received from the State Departments of Public Instruction was reviewed by the investigator, with the object of noting similarities and differences in the programs, if any were evident.

With regard to material received from elementary guidance pilot programs in operation throughout the states which responded, similarities and differences were also noted.

The results have been reviewed noting the objectives of elementary school guidance, the roles and functions of Administrative personnel, the roles and functions of teachers,
the roles and functions of counselors, and the roles and functions of other school-based personnel involved in the various programs.

III. HISTORY OF ELEMENTARY SCHOOL GUIDANCE

The development of guidance in the elementary school is difficult to trace. Over the years, guidance has been identified by many different labels, and it is still in the process of emerging. Originally, guidance was vocationally oriented; only recently has the concept become accepted that guidance is concerned with the total development of all individuals.

It is generally agreed that the development of guidance in the elementary schools was sparked by three or four attempts to improve the social, economic, and political conditions of the late nineteenth and early twentieth centuries.

In the late 1800's, the mental hygiene crusade led to the establishment of child guidance clinics. These clinics had as their major objectives bettering children's adjustment to their environment, with special attention to

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their emotional and social relationships. Then in 1896, interest in mental deficiency led to Witmer's establishment of the Psychological Clinic at the University of Pennsylvania for the diagnosis of mental deficiency. ¹

This was one of the first organized programs specifically designed to give assistance to elementary school pupils. This movement was extended with the establishment of the Chicago Juvenile Psychopathic Institute by Healy in 1909. Guidance centers in many cities of the United States emerged from concern about school retardation, truancy, and delinquency. The Experimental Seattle School Guidance Bureau was established in 1913; as a result of this interest, Willey concluded that "The modern guidance movement as it exists today has grown out of the humanitarian principles of universal brotherhood and the twentieth century's growing interest in individual differences."²

Probably the most important factor contributing to the interest in guidance in the elementary school today has been the greater emphasis upon guidance in the secondary schools as a result of the passage of the National Defense


Education Act in 1958. As guidance programs have been improved and expanded at the secondary level, counselors have developed a wider concern for all problems of youth. They are recognizing that guidance services should begin with the child's entrance into school and should be provided throughout his school experience.¹

Another factor contributing to the current emphasis upon guidance in the elementary school is the realization that each pupil needs help from time to time in the process of his growth and development. Classroom teachers, principals, and other elementary school personnel are recognizing they need the services of specially trained guidance specialists to assist them in meeting the needs of pupils.²

In 1959, James B. Conant in his study of the American high school, suggested in his first recommendation that guidance be started in the elementary school and that a well-articulated guidance program must be maintained through junior and senior high school. Then again, in 1960, the White House Conference on Children and Youth recommended that there be elementary guidance programs in the schools.

¹Royster, op. cit., p. 8.
²Ibid.
and that pupil personnel services rendered by social
workers, nurses, and psychologists also be available to
elementary school children. The aforementioned recommenda-
tions for elementary guidance in the elementary schools,
are responsible for creating a nationwide interest in this
subject. ¹

In 1965 the Congress of the United States expanded
The National Defense Education Act to make possible the
utilization of funds under the Act for the establishment,
expansion, and improvement of guidance services in the
elementary school.

In 1965 the Elementary and Secondary Act (ESEA) was
the first major legislation of national significance to be
enacted by the 89th Congress. Keyed to "poverty," ESEA
will virtually double the amount of federal aid available
to public schools.

Another $100 million has been appropriated for fis-
cal year 1966 to assist local districts in establishing
supplementary education centers. These funds will be
allotted on the basis of proportionate total population and
the number of school-age children in each state. Grant
payments will, however, be made directly to the local school
district.

¹Hyrum M. Smith, "Preventing Difficulties through
Grants are available for planning, pilot projects and operation of activities designed to meet the special needs of various groups in the community.

Some of the specially designed activities which might be included in supplementary education centers are: guidance and counseling; remedial instruction; school health; social work services; enriched academic courses; dual enrollment and shared services; specialized instruction; educational radio and television; and special activities, including mobile services, for persons in isolated rural areas.¹

In order for the investigator to better understand the objectives, roles and functions of elementary school guidance personnel in the elementary school, a review of pertinent professional literature was made.

**Aims of elementary school guidance personnel.** The pupil personnel program is composed of a group of services and functions in elementary and secondary schools which aim to adapt the school program to the needs of the learner and to help the learner adjust to the school program. They are essentially services which assist teachers and administrators in carrying out their responsibilities and are often provided directly to the learner.

The activities which fall within the scope of pupil personnel work are varied; and although carried out by all members of the school staff, they are central responsibilities of several specialists: the school counselor, school psychologist, school social worker, medical and health specialists, and child accounting and attendance workers. Only occasionally are all of these specialists found in an
organized and well-coordinated department of pupil personnel. On the other hand, Strang stated:

Personnel work is a fundamental aspect of education that focuses its attention on helping every individual to develop the best in him as an individual and as a member of groups. It is a process of helping persons to understand themselves by discovering their own needs, interests, and capacities; to formulate their own goals and to make plans for realizing them; and to evaluate their progress with reference, not only to self-realization, but also to potential contribution to the welfare of society.

Another way to view the aims of elementary school guidance personnel is by asking this question: What are the fundamental aims of guidance services—first, in relationship to the individual counselee; and second, in relationship to the institution's total educational program?

Aims from the point of view of the individual. In relationship to the individual being aided, the aims of guidance services are:

1. To help the individual, by his own efforts so far as possible: to achieve up to the level of his own capacity; to gain personal satisfactions in as many aspects of his life as possible; and to make his maximum contribution to society.

2. To help the individual meet and solve his own problems as they arise, make correct interpretations of facts, and make wise choices and adjustments.

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3. To help the individual lay a permanent foundation for sound, mature adjustments.

4. To assist the individual to live a well-balanced life in all respects—physical, mental, emotional, and social.

In line with one of the basic points of view in guidance, the individual holds the center of the stage. Because guidance services are for him, the foregoing aims are introduced by the words "to help" or "to assist." Each aim thus suggests that, during successive periods and in various aspects of his development, the individual needs help—that is, assistance from sources outside himself. At the same time, each aim states or implies that the individual is expected, first, to exert his own efforts toward achieving his goals and solving his problems; and second, to increase his own power of self-direction and self-management. In other words, the individual is expected to increase his ability to stand on his own feet, with less and less support by, or directions from, others; he is expected to take greater responsibility for his own insights and actions. Each aim also means that the individual's goal is to achieve up to the limit of his capacity. By doing so, he gains the greatest personal satisfactions possible; and he makes his

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maximum contribution to society.

These aims assume that, as the individual works to solve his problems as they arise, he develops the general attitude that any and all situations should be faced realistically. In addition, he invents and uses his own improved methods of attacking his problems. Thereby, the individual lays the foundation of a highway that leads to sound, all-around adjustment. As he moves along this highway, he becomes increasingly mature, mentally and emotionally. He also becomes more self-confident, self-reliant, and independent. And he is better able to cope with his problems and to make optimum personal adjustments.¹

Aims from the point of view of the institution.
Within a school or college, the guidance program not only provides services to the students directly; it also renders services to the institution in the educational work it is carrying on. These services can be classified as services to the instructional staff, services to the administration, and research services.

According to Froehlich, the guidance program should facilitate the work of the instructional staff along three main avenues:

¹Humphreys, North, and Traxler, op. cit., p. 79.
1. The program should assist teachers in their efforts to understand students.

2. It should offer teachers systematic in-service training activities.

3. It should provide for referrals of students by teachers.¹

The general aims of guidance are broad. They include assisting children to understand themselves and their problems, to make good use of their personal and environmental resources, and to choose and plan wisely in order that they may deal successfully with their problems and make satisfactory adjustments now and later. In the final analysis, therefore, the effectiveness of guidance services may be evaluated by the extent to which they help these aims to be realized.²

Role and function of the superintendent. As executive officer of the board of education, the superintendent of schools has an important role to play in the inception and development of a program of guidance services in all of the schools under his direction. This role, to be channeled properly, must be predicated upon his knowledge and understanding of what constitutes a guidance program and his


²Guidance Handbook for Elementary Schools (Los Angeles: Los Angeles California Test Bureau, 1948), p. 120.
demonstrated interest in it. To this end he needs to:

1. Understand the basic philosophy underlying a program of guidance services.

2. Assist the school-board members in their understanding of the problems involved through both informal and formal in-service sessions.

3. Recognize that the guidance services are developmental in nature and must function throughout both the elementary and secondary levels if they are to be successful.

4. Accept the facts that a program of guidance services will cost money; that specialized personnel must be employed; that time must be provided for the performance of guidance duties; and that facilities, equipment, supplies, materials, and clerical assistance must be provided at all grade levels.

5. Realize that, since guidance services are for individual boys and girls and at all grade levels, each school will have a program of guidance services unique to its situation.

6. Know that the program of guidance services is based upon abilities, skills, experiences, knowledges, and interest of the present staff in each building, and as such it changes in character in relation to the presence or absence of these factors.

7. Request a continuing evaluation of the guidance services throughout the school system and an inventory of the staff abilities and participation in order to be better prepared to assist in the development of programs of guidance services.

8. Ascertain the need for a guidance council as a coordinating agency for all programs of guidance services within the system.

9. Develop the line and staff relationships between his office, the building administrators, guidance personnel in the buildings, the city director of guidance, and any other specialized personnel including their directors and coordinators.
10. Visit each school and make inquiry into the program of guidance services.

11. Develop, with his staff, an in-service training program dealing with the areas of the guidance services and reaching all levels of the school system.

12. Have a firm understanding of "why test," and recognize that testing is not the heart of the program of guidance services.

13. Employ new personnel whose philosophy of guidance services is not counter to that of the system and who can supplement the skills, abilities, and experiences of the present staff.

14. Study the qualifications of all personnel recommended for employment as counselors with a view to identifying those traits and factors which make a successful counselor.

15. Encourage community occupational surveys, follow-up studies of school-leavers, and self-evaluation studies in order to have the curriculum course content, and staff adequate to the needs of a dynamic community.

The superintendent's role is one of choosing guidance-minded principals, organizing them into democratic planning groups, including guidance items in the annual budget, reviewing the adequacy of space and equipment and reporting guidance purposes and procedures to the board and public.

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The superintendent is, in large measure, the person responsible for the quality of pupil personnel services. If he is sympathetic and vigorous in his support, the program will prosper and services will be adequate. The most effective programs are found where the superintendent understands the developmental aims and the spirit of the modern pupil personnel concept. In addition to giving general support, there are many specific ways in which the superintendent manifests the value he places on these services.

Employing competent staff to carry out the many pupil personnel functions is a first specific responsibility of the superintendent. A second responsibility of the superintendent is to keep the administrative lines clear so the director of pupil personnel and his staff will at all times understand their relationship to other parts of the school program and other workers. The superintendent has responsibility for providing office space for pupil personnel and seeing that adequate budget is provided. To keep the program up-to-date and functioning smoothly, the superintendent must constantly evaluate its operation.¹

Role and function of the principal. The principal is the individual who can either make or break the program in

his building. His task is one of planning, organizing, and coordinating the efforts of all in order to place the appropriate emphasis on the guidance program. How well he does this in reference to the program of guidance services will determine in large measure the success or failure of the program. In light of these factors, the following functions of the guidance program are offered as the responsibility of the principal to:

1. Recognize the need for, and importance of, a comprehensive guidance program for the boys and girls in his own school.

2. Understand the developmental aspects of the educational, vocational, and behavioral processes as applied to the boys and girls in his own school and make provisions to meet them.

3. Provide leadership to his staff in their identification of the value, functions, and problems of a program of guidance services.

4. Assist the staff in taking stock of those existing activities, services, abilities, and skills of the staff which can be considered as serving as the nucleus for a program of guidance services.

5. Focus attention from the very beginning on the fact that the program of guidance services is a dynamic and evolving one.

6. Demonstrate the need for specialized personnel by providing for them in the budget and scheduling the time necessary to perform their guidance activities.

7. Coordinate the guidance program cooperatively with members of the staff.

8. Seek assistance from the staff in arriving at a decision relative to a guidance committee.
9. Provide the necessary facilities, equipment, supplies, and clerical assistance for carrying on the guidance program.

10. Select counselors who are qualified by virtue of preparation, personal characteristics, and experience, naming one to head the program.

11. Establish and maintain with the assistance of the staff a functional cumulative record folder.

12. Discuss with the staff and arrive at a mutually agreeable decision relative to matters pertaining to the organizational structure and individual roles and responsibilities of all participating in the program of guidance services.

13. Arrange the school schedule so that every student may have an opportunity for counseling services.

14. Offer a broad program of co-curricular activities to aid in all-around student development.

15. Encourage the staff to participate in the evaluation and analysis of the curricula in an endeavor to better meet student needs.

16. Investigate various work experience programs which might prove useful in his school.

17. Aid in developing articulation and orientation programs.

18. Think through with the staff the best methods of providing educational, vocational, and social-personal information to the students.

19. Realize the uses of tests as well as their limitations.

20. Plan, promote, and assist in the in-service training of the staff.

21. Instill in the staff the need for referrals.

22. Coordinate and use all available community and other resources to facilitate the program.
23. Give desirable publicity to improve school, home, and community relationships.

24. Extend the school's counseling services to include planned conferences with parents.

25. Provide for continuous evaluation of the guidance program.¹

The principal of the elementary or secondary school is responsible for all of the activities in his building. Chief among his responsibilities is the maintenance of a climate which is conducive to effective pupil personnel work. The principal must possess a favorable attitude which he must endeavor to reflect in his relations with teachers so that they, too, will carry out their pupil personnel responsibilities more effectively.

The principal must coordinate the programs of all pupil personnel specialists in his building and encourage the use of these specialists by the teachers. He must help the various specialists to interpret themselves and their programs to his teaching staff. He must provide time so the specialists can work with the teachers on the problems of individuals who have been referred to them for study. The principal must also use the pupil personnel specialists for developing greater staff effectiveness by arranging for in-service workshops and seminars where teachers can learn

¹Zeran, op. cit., pp. 181-188.
more about matters of child growth and development, measurement, and the handling of behavior problems.¹

Another point of view on what the functions of the principal are in relation to the school has been presented by Stoops² as follows to:

1. Administer and organize the school program. The over-all administration must rest in the hands of one person.

2. Supervise instruction.

3. Approve policies and activities.

4. Recommend to the superintendent changes in personnel.

5. Recommend items for the guidance budget.

6. Approve requisitions.

7. Recommend materials and physical facilities.

8. Interpret the guidance program to the community.

9. Provide for in-service training and professional growth.

10. Coordinate all guidance activities.

11. Help teachers with children referred by them.

12. Work with the guidance advisory committee.

13. Schedule time for guidance activities.

14. Respect lines of authority and communication.

¹Ferguson, op. cit., pp. 26-27.

²Stoops, op. cit., pp. 132-133.
15. Encourage participation in professional organizations.

The principal is also responsible for policies, organization and leadership in the guidance program, which may possibly include the development of an in-service training program to create in the entire staff guidance attitudes and techniques necessary for the development of an effective guidance program. He must interpret the guidance services to parents and preside over and participate in case conferences. He must provide a wide range of guidance materials for use in the classroom.¹

Role and function of the counselor. The specialized person in the program of guidance services is usually known as "the counselor," although some carry the title of "guidance consultant," "child development consultant," "pupil personnel specialist," "head counselor," or "director of guidance." He is neither an administrator nor a supervisor; he may or may not serve also as a teacher. How well-prepared he is professionally for his position will affect the program of guidance services. However, of at least equal import are such personal characteristics as tact, ability to listen, ability to lead and

¹Martin Bach, Director, Guidance Services in the Kenosha Public Schools (Kenosha, Wisconsin: Kenosha Public Schools, [undated]), p. 4.
also to follow, ability to cooperate, ability to admit he

can be wrong, ability to take suggestions, ability to accept

others’ ideas in place of his own, ability to give credit

where credit is due, ability to refer clients without feeling

incompetent, and ability to permit the program to evolve and
develop from within the system. How he sees himself and his
job, and how the principal sees the counselor’s job are

further affecting factors.

In a program of guidance services the responsibilities

of the counselor include to:

1. Evaluate his professional preparation and strengthen

areas of deficiency.

2. Ascertained that his understandings coincide with those

of the principal relative to his role and responsi-
bilities as well as line and staff relationships

in the organizational pattern.

3. Obtain the cooperative participation of the staff.

4. Demonstrate a desire to have a built-in system of
evaluation as part of the program.

5. Recommend to the principal areas for research and
study as well as those supplementary competencies
which should be considered when employing new
personnel.

6. Assist in the development of in-service programs and
participate in those areas of special competence.

7. Encourage teachers to identify students needing
assistance and also those having special talents.

8. Identify the potential drop-out and seek to meet
his specific needs in an effort to salvage him so
that he may complete his formal education.
9. Encourage students to accept the responsibility for full utilization of their potentials.

10. Provide help in developing and carrying on case conferences.

11. Stimulate teachers to provide materials for the students' individual cumulative record folders and to use them in a professional manner.

12. Confer with parents.

13. Refer students needing assistance beyond his competency.

14. Maintain good public relations with community, county, and state agencies.

15. Assist the school librarian in obtaining and keeping current materials on occupational, educational, and person-social information.

16. Help teachers obtain materials in the area of the informational services.

17. Demonstrate his professional competency.  

The responsibilities of the elementary school counselor were helpfully defined by Hart. In his study, teachers ranked the importance of selected duties for the elementary counselor as follows:

1. Interpreting pupil data to parents.

2. Counseling pupils with learning, physical, social and emotional problems.

3. Holding conferences with parents regarding any pupil problems.

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1Zeran, op. cit., pp. 176-180.

4. Interpreting pupil data to faculty members.

5. Assisting in placement of pupils in proper classes or in special classes when needed.

6. Acting as a liaison person between school and community agencies on pupil problems.

7. Coordinating the efforts of all specialists working on a case.

8. Acting as a guidance consultant on pupil problems to all staff members.

9. Interpreting pupil data to authorized community agencies.

10. Reporting to the principal annually on what has been accomplished in guidance.

A fundamental characteristic of school systems which employ counselors is that they are oriented to the cause of the continuous, adequate growth of each pupil.

The counselor devotes much of his time to helping teachers and parents in matters that concern the development of groups of students, or of individuals. He is employed to assist in the individual development of members of the community not only directly (through interviews) but by helping the community (the school) create a development-nourishing climate. He does this (1) by contributing to the improvement of the curriculum in general; (2) by helping the school to find ways in the curriculum to account for pupil problems, particularly life-course decisions; and (3) by helping the
Role and function of the elementary school teacher.
The elementary classroom teacher is an extremely important
guidance worker. This point is stressed in all of the litera-
ture on elementary school guidance. As a member of the school
guidance team, the classroom teacher:

1. Observes children's behavior in daily situations.
2. Uses a variety of methods to study children indi-
  vidually and in groups.
3. Takes part in a systematic program of standardized
testing.
4. Contributes to and uses cumulative records for each
   child.
5. Refers children for special study and guidance con-
   ference when help is needed.
6. Recognizes children with exceptional needs and knows
   the special services provided for them.
7. Meets with parents individually and in groups to
   understand children better and to involve parents
   in the education of their children.
8. Evaluates the growth and learning of children and
   the effectiveness of the curriculum.
9. Works with community personnel and agencies in
   providing for children's educational and social
   needs.

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1Richard Hill Bryne, The School Counselor (Boston:
10. Engages in professional growth activities to deepen his understanding of children.¹

There is definite need for well-prepared guidance specialists in each school, but without the active cooperation of the classroom teacher, the specialists could not succeed, for the classroom teacher is directly and intimately involved in all of the guidance activities of the students. Although it is an accepted fact that the teacher is employed to teach, it is also an accepted fact that the teacher must teach someone, a student. Without knowing whether the potentials and background of the students are adequate, he cannot begin to teach him. He cannot decide where or how far the student is able to go until he knows where the student is. Every teacher is not a counselor, but every teacher is a member of the guidance team. However, in the elementary school, the classroom teacher more often than not finds that, since there is seldom a counselor available at that level, if a child is to receive any assistance, it is up to the teacher to provide it.²

The emphasis upon specialized assistance in no way indicates a lesser guidance role for the teacher. In fact,

¹Guiding Today's Children, California Test Bureau (Los Angeles, California: Los Angeles County, Superintendent of Schools Office, 1959), p. 236.
²Zeron, loc. cit.
schools providing effective guidance services consistently report an enhanced role for teachers that recognizes guidance as that part of the teacher's responsibility directly related to providing conditions necessary for effective learning.

Every attempt to improve the learning climate in a classroom has made new and heavier demands upon the teacher's time and ingenuity. Gradually one is accepting the idea that the teacher has a right to expect specialized assistance in meeting the varying needs of children in her class. ¹

**Role and function of the school psychologist.**

Psychologists can make a highly significant contribution to any school system, if their talents are used effectively. If they are to be used as test mechanics, solely for the purpose of deriving intelligent quotient scores, it is not unlikely that they will find themselves disliked and seen as making no contribution to the education of children.

If they place themselves outside the educational process, feeling that their goals are different from the general goals of education, it is likely that antagonism also will develop.

School psychologists are educational engineers, specialists who are well equipped to help plan educational programs for children. Because psychologists can use tests and other measures of ability, interests, and attitudes, because they can provide the methodological techniques for conducting organized studies, and because they are skilled in the processes of interpersonal relationships, they can provide an invaluable service.¹

The duties of a school psychologist vary in particular systems and will be influenced by the availability of other specialists, by the psychologist's professional acceptance, by teachers and community, and by the expectations of the administrator and school board. One list of duties representative of many systems stated that the school psychologist:²

1. Informs school personnel and parents regarding the special services he is prepared to render.

2. Accepts for study individuals referred to him by school personnel.

3. Studies the problems and potentialities of individuals referred to him, formulates procedures to be followed in the case of individual studies, and provides or helps to secure the treatment needed.


4. Confers with school personnel who are working with an individual studied regarding the results of the study, interprets his findings, recommends the treatment needed to correct the individual's difficulty, and suggests ways in which all can cooperate in giving the treatment.

5. Keeps informed regarding the various services available in the community that can be used in helping individuals to solve their problems and is prepared to secure the particular services for the individual who needs them.

6. Helps school personnel to understand the problems and needs that children commonly have at different age levels.

7. Helps school personnel to understand the causes underlying various kinds of behavior and methods of helping each child to develop desirable behavior patterns.

8. Helps members of the community to understand the causes underlying various kinds of behavior and to understand the intellectualness of children, youth, and adults.

9. Promotes and engages in the research that is needed to help each child and youth to work successfully at a rate and at a level commensurate with his potentialities.

Role and function of the social worker. The social worker has been accepted by many schools as a necessary specialist in working with the school staff and the home. Some of his functions include:

1. Consulting with teachers to understand better the child's difficulties relating to the home and other environmental conditions.

1 Stoops, op. cit., p. 142.
2. Recommending to the administrator that certain cases be referred to community agencies for clinical or recreational services.

3. Assisting in education of staff and parent groups.

4. Consulting with the staff and working cooperatively with the physician, nurse, and psychologist.

The social worker emphasizes work with pupils who have, or appear likely to have, serious problems of school adjustment which also involve aspects of social or emotional adjustment. These problems often can be more successfully solved if home and other community forces are utilized to help. Since the social worker has a major role in work with both parents and community social agencies, he plays an important role in solving problems involving emotional or social adjustment.  

Another point of view on the duties of the social worker was stated as follows:  

1. Assists parents and teachers in understanding the child.
2. Aids in developing an understanding between the home and school.
3. Aids in the identification of children with special needs.
4. Acts as a resource person in the total guidance program.


Like many of the other pupil personnel services, school social work focuses on the individual child and is essentially problem-centered:

The individual child naturally becomes a prime focus in a service which was established to help children whose problems stem from social and emotional causes that interfere with the school's program for achieving its educational objectives. 1

Role and function of the school nurse. The justification for a strong health education program has been well established over the years. The school should assume some responsibility for the health of the pupils within the limitations of its facilities, and in accordance with a program established by mutual agreement between the parents, the medical profession, and school and community health agencies.

The school nurse is the person responsible for supervising the school health program. Assigning the nurse to the pupil personnel department with the title of adviser makes her an integral part of the program. Frequently the nurse performs her functions in a facility removed from other advisers, and health information may not be recorded or made available to other personnel workers. 2


2 Stoeps, op. cit., pp. 138-139.
The nurse is viewed as having some of the following functions in her pursuit of bettering the health of the elementary school children, according to Klein to:

1. Instruct teachers on methods of handling specific health problems.
2. Counsel pupils on personal health problems.
3. Assist teachers in activating pupils to acquire healthful habits and to secure health guidance.
4. Counsel faculty members on home situations of pupils which affect their adjustment.
5. Counsel teachers about needed adjustments in the physical environment of the classroom for pupils.

School nurses have been a part of elementary and secondary education in America for many years. Theirs has been a changing role and one of increasing necessity as schools have moved toward an emphasis on understanding children as prerequisite to effective teaching. The school nurse today has a broad and important job to perform. She must be able to organize and schedule a medical appraisal program, provide emergency care, contribute to the development of positive health attitudes and practices among pupils and staff, supervise a disease control program, contribute to the pupil personnel effort of identifying and planning for handicapped children, and serve as a resource person on health

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instruction questions and on questions of teacher health.¹

Role and function of the visiting school teacher.
Although the visiting school teachers have many of the same kinds of problems that the social worker has, the difference is the essentially nonauthoritarian approach used by the visiting school teachers. Rather than enforce compliance with the law, they try to help pupils and parents understand their legal obligation and also to appreciate the value of regular attendance. The visiting teacher's chief aim is to prevent attendance problems from becoming acute. Their training and background usually include academic course work and experience in teaching as well as some training in social work.²

²Ferguson, op. cit., p. 61.
CHAPTER III

PRESENTATION OF THE DATA

I. RESPONSE DATA FROM STATES

Fifty letters\(^1\) were sent to the State Departments of Public Instruction with two follow-up letters to those who did not respond. All states responded except: Arizona, Indiana, Pennsylvania, Tennessee, and Virginia.

Of the forty-five states which replied, thirty-four stated that they had pilot elementary guidance programs in operation. Five stated they had no pilot programs at the present time and six indicated interest, but no definite programs.

Responses from eleven states indicated that they had established objectives for elementary guidance; however, information received from respondents pointed out that not all had sent their guidance objectives to the investigator. The respondents' objectives of elementary school guidance were as follows:

1. General agreement on the part of all respondents that guidance should be a continuous process throughout the years of school and beyond graduation.

\(^1\)Appendix A.
2. General agreement on the part of all respondents that helping the child develop to his or her maximum potential was a prime goal of guidance services.

3. General agreement on the part of all respondents that elementary school guidance was for all children regardless of race, creed, color or nationality.

4. General agreement on the part of all respondents that the developmental approach to elementary school guidance was the most desirable; however, remedial and preventive guidance was also used in the schools.

5. Four respondents stated that it was the school's responsibility to provide meaningful educational experiences in the elementary schools.

6. Seven respondents stated that early identification of the child's intellectual and personal characteristics was essential.

7. Five respondents stated that the elementary school guidance program should not be a "watered down" program of secondary school guidance.

8. Seven respondents stated that providing the child with some type of success was essential to better adjustment.
In reference to the roles and functions of various elementary school guidance personnel, the following results were evident from the responses received by the investigator.

Four states had outlined definite responsibilities for teachers in elementary guidance as follows:

1. Two respondents stated that the maintenance of an emotionally healthy climate in the classroom to promote maximum learning for each pupil was necessary.

2. Three respondents stated that to observe pupil behavior and share with the counselor the responsibility for identifying and referring children with special needs was essential.

3. Two respondents stated that using information from the counselor to aid in adapting classroom experiences to meet individual pupil needs was a teacher's responsibility.

4. Three respondents stated that contributing data and reports to cumulative record folders was essential.

5. One respondent stated that visiting in the homes of pupils, whenever possible, was desirable.

6. Three respondents stated that participation in conferences with parents periodically and referral of parents to counselors whenever appropriate was desirable.
Nine states reported definite responsibilities for the counselor in the guidance program as follows:

1. Two respondents stated that the counselors' duties were to counsel, coordinate and consult.
2. Seven respondents stated that to counsel pupils who had personal problems which impede their learning, social adjustment, or classroom participation was the counselor's duty.
3. Five respondents stated that testing and interpreting test results were essential.
4. Five respondents stated that continuous evaluation of the guidance program informally through staff conferences and research was necessary.
5. Three respondents stated that screening of pupils for special education was essential.
6. Four respondents stated that providing for group guidance activities was essential.
7. Three respondents stated that referrals by counselors were necessary.
8. Three respondents stated that orientation was essential.
9. Three respondents stated that to supervise and maintain cumulative record folders was necessary.
10. One respondent stated that the interpretation and reporting of guidance services to the community was essential.
In regard to administrators (principals and superintendents) six states replied that they had responsibilities established for them as follows:

1. Three stated that the administrator has to provide leadership in direction, planning, and evaluation of the guidance program by the entire staff within his school, including the provision of a cumulative record folder for each pupil.

2. Five respondents stated that providing adequate facilities, budgets, equipment and material for the counselor to carry on private counseling and group conferences were essential.

3. Two respondents stated that providing a good climate for guidance to flourish was important.

4. Three respondents stated that to recognize the need and to make provision for guidance services were essential.

Three states replied that the roles and responsibilities of the school psychologist were defined as follows:

1. Two respondents stated that conducting staff and parental conferences was important.

2. Three respondents stated that conducting psychological and educational diagnostic evaluations of pupils referred and preparing reports with recommendations
for the use of guidance personnel, administrators, teachers, and other staff members who have contact with the individual pupil were necessary.

3. Three respondents stated that the psychologist's responsibility is to conduct play therapy and psychotherapy.

4. Three respondents stated that assistance in screening pupils for special education was essential.

No mention was made by any respondents of the functions of the social worker, school nurse, or visiting teacher other than that they were a necessary part of elementary education.

II. RESPONSE DATA FROM DIRECTORS OF PILOT PROJECTS

Of the twenty-eight replies received from the directors of pilot projects in elementary school guidance, twenty-seven had set up definite objectives as follows:

1. General agreement on the part of all respondents that the program was designed to be developmental rather than preventive or remedial, even though the latter two functions were involved at times.

2. Three respondents stated that the purpose of guidance was to help teachers and not to take their place.
3. General agreement on the part of all respondents that guidance services were for all pupils and not any select group.

4. General agreement on the part of all respondents that the school's function was to help each child to achieve his or her highest potential.

5. Two respondents stated that the child functions as a whole, and the school's work is with the whole child.

6. Four respondents stated that the program has to be concerned with the social, emotional, and educational adjustment of the child.

7. One respondent stated that the guidance function should be preventive rather than curative.

8. Two respondents stated that realistic goals which could be reached by the pupils were essential.

9. Two respondents stated that attempting to better provide for individual differences of children were necessary.

10. One respondent stated that helping each child to understand himself or herself as an individual and how he or she was related to society's requirements and opportunities was essential.

Twenty-five responses listed the functions of the elementary guidance counselor as follows:
1. Three respondents stated that to obtain cooperative participation of the staff, maintain pleasant harmonious working relations with the teachers and to keep all faculty members informed about counselor's activities were important.

2. Three respondents stated that helping teachers in identifying and meeting the needs of individual children and assisting teachers in planning for the learning of these children were important.

3. Four respondents stated that helping the teacher develop guidance skills through an in-service training program was essential.

4. Three respondents stated that gathering and interpreting research studies to the staff were important.

5. Ten respondents stated that to make individual counseling available to all students was important.

6. Four respondents stated that contributing leadership in the planning, development and evaluation of the guidance program was essential.

7. Five respondents stated that holding conferences with parents was essential.

8. Nine respondents stated that initiating referral of students who need assistance beyond the counselor's competency was essential.
9. Seven respondents stated that assistance in planning, administering, and interpreting the educational testing program was essential.

10. Three respondents stated that to maintain accurate permanent records on all students was essential.

11. One respondent stated that home visitations were important.

12. Three respondents stated that group counseling was important.

Three pilot projects set up the roles and functions of the administrator as follows:

1. Two respondents stated that helping the staff to develop a sound philosophy of guidance was essential on the part of the administrator.

2. General agreement on the part of all respondents that taking the initiative in organizing the school's program of guidance was essential.

3. Two respondents stated that to provide in-service education of staff in guidance and procedures was essential.

4. General agreement on the part of all respondents that helping to organize and support a guidance committee was essential.

5. One respondent stated that helping with individual and group counseling was essential.
6. Three respondents stated that to help in interpreting the guidance program to the public was essential.

From the responses of the pilot projects received, one respondent listed the teacher's function as follows:

1. Provide the methods, materials, and instruction which the individual needs in acquiring the basic skills and understandings demanded by society.

2. Create an atmosphere in the classroom which will reflect his or her interest in the pupils, their problems and welfare.

3. Discover children's special needs.

4. Refer children for special study and guidance conferences.

5. Contribute to and use cumulative records.


7. Provide atmosphere that is warm, supportive, and accepting.

III. COMMENTS

Respondents were asked for any information about their program, its aims, goals and objectives, or the roles and functions of elementary school guidance personnel. These are some of the typical comments:

We have no elementary guidance publications at this time, but there are four pilot projects in operation in Colorado. (Colorado)

Because of the guidance implications of Title I, and the unification of Kansas elementary schools (to be completed by July 1, 1966), we find that a number of elementary schools are contemplating the addition of guidance programs for next year. (Kansas)
We have not set any definite guidelines yet, but we have such plans for the near future after this year's work in the pilot programs is evaluated. (Louisiana)

We have not developed guidelines for elementary guidance programs. At present, we have pilot projects that are investigating strengths and weaknesses of elementary guidance programs that have one counselor in one school, one counselor in several elementary schools, and one situation in which one counselor serves both a small elementary and secondary school. These projects are so new that we have not printed program reports. (New Mexico)

We are in the process of investigating the area of elementary guidance. At present, we have very few schools in the State of New Jersey who have formalized guidance programs in the elementary schools. Since we are in the initial stages of planning, we do not have information to send to you at this time. (New Jersey)

The purpose is to obtain some guidelines for elementary school guidance. We are learning some most interesting facts and believe the programs are going to be a most profitable phase of our education; however, we do not have guidelines ready to publish. (Arkansas)

Here in Wyoming we have but one established program in elementary guidance and this program has been in operation only two months. We are playing it mostly by ear, and developing guidelines as we go along. (Wyoming)

New guidelines are being planned for 1967 publication. These guidelines will be based on results of pilot studies now being made. (Mississippi)

Most of our material on elementary school guidance has been completely exhausted and we have been unable to print enough material to keep up with the demands. (Illinois)

We do have some guidance programs in the State of Rhode Island, but we do not have anything in print for distribution. (Rhode Island)

At the present, very little is being done in Alaska in guiding elementary school children. (Alaska)
We are interested in establishing a clear differentiation among the "helping professions." (Florida)

We are in the process of establishing permanent guidelines; as yet, they are not complete. (Iowa)

Like most other states, our efforts in elementary school guidance are in the embryonic stages and we have very little written that can be of use to other people in developing programs. (Utah)

At the present time, we have a state committee that is attempting to draw up some guidelines related to elementary guidance. (Oklahoma)
SUMMARY AND CONCLUSIONS

I. SUMMARY

It was the purpose of this study to determine the objectives of elementary school guidance programs and to analyze the roles of personnel included in such programs. An attempt was made to determine similarities and differences in programs, objectives, and personnel functions.

Prior to launching the study, the investigator made an extensive review of books, periodicals, and unpublished materials in the field of elementary school guidance.

Letters\(^1\) were sent by the investigator to all State Departments of Public Instruction requesting any material that would pertain to elementary school guidance in their state.

From the responses that were received the investigator proceeded to contact, by letter,\(^2\) the directors of the elementary programs which were recognized by the State Departments of Public Instruction in the various states.

The materials, when received, were analyzed to determine similarities and differences in objectives, roles, and

\(^1\)Appendix A.  \(^2\)Appendix B.
functions of elementary school guidance personnel within the framework of the elementary school.

II. CONCLUSIONS

The newness of elementary guidance programs appears to be a strong factor in the lack of agreement by State Departments of Public Instruction as to the responsibilities of various guidance personnel: the counselor, teacher, administrator, and psychologist.

However, thirty-four of forty-five responding states had pilot programs in operation. Respondents from eleven state departments and from twenty-seven pilot programs agreed on three objectives for elementary guidance: the aims of developing a child to full potential, the pertinence of elementary guidance to all children, and the importance of the developmental approach to guidance.

In addition, the eleven state department respondents agreed on the need for continuity of guidance services.

The state departments and pilot programs appear to reach agreement on the roles and functions of elementary school guidance personnel in this respect: (1) the administrator was considered the individual who could either make or break the guidance program in the elementary school; (2) the counselor was responsible for testing, counseling, and
consulting in the elementary school; and (3) the teacher was given credit as contributing the most influence to the growth of the child throughout his education.
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April 3, 1966

Guidance Coordinator
State Department of Public Instruction
City, State

Dear

I am working on my thesis which is a study of guidance programs in elementary education (K-6).

I would appreciate your sending any information to me on elementary guidance whether it be pilot or established programs in your state and the guidelines for them, also the names of schools where the project is now being tested.

Thank you for your prompt attention.

Sincerely yours,

Victor Zanona
75 N. W. 57th St. Place
Des Moines, Iowa 50313
May 10, 1966

Dear 

I am directing this inquiry to you after being referred by the Guidance Department of your state.

In order to fulfill the requirements for a thesis in elementary guidance any information as to the roles and functions of the guidance counselor, teacher, administrator or other school based personnel would be appreciated. The guidelines used for the above or any relevant information on elementary guidance would also be helpful in my research.

Thank you.

Sincerely yours,

Victor Zanona
75 N. W. 57th St. Place
Des Moines, Iowa 50313