Among educators there is a diversity of opinion regarding the elementary counselor's role. Consequently job descriptions, where they exist, are inconsistent and arbitrary. Some educators feel that the classroom teacher should be responsible for counseling responsibilities, while others recommend that a professionally trained counselor be on every elementary school staff.

The disparity of views led the writer to initiate this investigation. Consequently, the goal is to examine the role of practicing elementary school counselors in Iowa as perceived by elementary school principals and the counselors themselves.

A mail survey was used to gather information related to the elementary counselor's role. Ninety-eight elementary counselors and 97 elementary principals in Iowa were surveyed. The survey instrument consisted of an Information Sheet as well as an Opinionnaire. The data were tabulated to show how principals and counselors compare in their perceptions of elementary counselors' roles.

The data yielded few differences in perception between principals and counselors. Often, where differences did occur, they were within groups. However, there were areas of principal-counselor disagreement: community involvement, the importance of testing programs, the counselor's role in dealing with individual problems.
THE ROLE OF ELEMENTARY COUNSELORS AS PERCEIVED
BY ELEMENTARY COUNSELORS AND PRINCIPALS
IN THE STATE OF IOWA

A Dissertation
Presented to
The School of Graduate Studies
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In Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

by
Kay L. Shever
May 1978
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BY ELEMENTARY COUNSELORS AND PRINCIPALS
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Chapter 1

INTRODUCTION

This report is directed to those interested in the current practices of elementary guidance counseling in Iowa. The investigation grew out of the observation that these counseling programs in Iowa had achieved a certain level of maturity and were ripe for descriptive analysis. Moreover, if counseling programs in Iowa are going to continue their growth in a positive way, they will need informed input from as many sources as possible. This study was an effort to supply just such input.

The subject of this investigation is the role of the elementary guidance counselor as perceived by the counselors and the principals who work with them. Specifically, the investigator is reporting the nature of the various perceptions of this role. Knowledge of the counselor's role is crucial to the maturation of the programs because this knowledge must be integrated and accepted before the programs can reach full potential. Those involved must know where they stand in order to achieve their goals.

The role of the counselor is a concept which eludes easy definition. It can be described theoretically in such a way that every idea is noble and perfectly intelligible. The role can be described behaviorally as the sum of all activities which the counselor
performs, or it can be described functionally as an element in the judgments and perceptions of those involved with counseling.

This study attempted to discover the role of the counselor in all three areas. It also attempted to avoid the limitations of a single perspective, by proving the role of counselors in actual educational settings, thereby avoiding distraction. Also, the study relied on subjective data about how things out to be, and did not present a static picture. Finally, it compared two sets of perceptions, and so identified role as an objective entity. Thus, it attempted to describe the subject accurately, actively, and meaningfully. Furthermore, it attempted to describe the subject usefully.

The role of the counselor is something that both counselors and principals must understand. It is imperative that counselors and principals have a meeting of the minds regarding the counselor's role if they are to work together. When differences in perception arise, practical difficulties are likely to ensue. The discussion in this report should help to ameliorate those difficulties by discovering those differences and offering them for consideration. This report presents not only the likely areas of disagreement, but also some justification for differing opinions. On the basis of this, interested individuals might be able to recognize their opinions and deal with them objectively. Hopefully, this could lead to an improvement in the quality of elementary school counseling. It seems that enough information is available and elementary guidance programs have developed to such an extent that this investigation, and possibly others, could serve a valuable function in helping to direct growth.
The report will proceed from theory, to survey, to interpretation. Chapter II, which deals with theory, reviews the background, growth, and current status of elementary counseling in Iowa. Chapter II then discusses the most widely accepted theoretical models of the counselor's role and reviews research of other investigators who have probed the issue of the counselor's role. Chapter III outlines the structure of the research undertaken by this investigator, and Chapter IV presents the findings of the study along with a discussion to interpret the data in a meaningful, useful manner. Chapter V includes concluding remarks, recommendations, and suggestions for further investigation.

STATEMENT OF THE PROBLEM

While there is much evidence of continued interest in and expansion of elementary guidance programs, there is also the fact that some established elementary guidance programs have not survived. The question seems to be, what should the counselor be doing to achieve greater success? There are many points of view as guidance counselors, principals and writers in the field speculate on the elementary counselor's role.

One of the problems often alluded to by authorities in elementary guidance is the lack of counselor role definition. The generalities used in reference to the role indicate an apparent confusion over what elementary counselors should be doing. This uncertainty has resulted in no clear agreement on the proper job description for coun-
The duties they assume are varied. Peters and Farwell make reference to this:

One of the difficulties in designing a program of elementary school counselor perception is the current dilemma over what truly constitutes the guidance function in the elementary school...1

Certainly some of this dilemma can be attributed to the rapid change of emphasis on societal needs.

There is still the question of who should do the counseling in the elementary school. Meeks noted that this function should not be delegated to just anyone who happens to have an interest in children, even though this is a concept often accepted. Rather counseling responsibilities should be assigned to persons having professional preparation in elementary counseling, guidance or in psychology.2

A preliminary statement of the joint ACES-ASCA Committee on "The Elementary School Counselor," released for discussion at the 1965 Convention of The American Personnel and Guidance Association, said:

We recognize the teachers' many responsibilities in the guidance process, but we recognize also the significant complementary role of personnel in addition to the teacher. We believe such additional personnel are necessary if the elementary school is to provide the maximum opportunity for learning, enabling each child to learn effectively in terms of his own particular abilities and his own developmental process...

We envision a "counselor" as a member of the staff of each elementary school. By "counselor" we mean a professional person educationally oriented, highly knowledgeable in the area of child growth and development, with broadly based multi-disciplinary


background in the behavioral sciences and a high degree of competence in counseling and other aspects of human relations.¹

Many elementary principals feel that if there needs to be any counseling done, the classroom teacher is the best counselor and should do it. Mahler stressed this when he wrote:

Until very recently there has been a tendency for administrators to accept . . . and to take the position that, most of our teachers are being trained in counseling and therefore we do not need to have professional counselors and counseling programs in our schools.²

Given the disparity of views presented above, there is evidence of confusion over the counselor's role. In the opinion of the writer, there is much work needed in Iowa to stratify and clarify the counselor's role, especially when considering the small number of counselors in the state. This investigator feels it is necessary that elementary counselors and their principals begin to focus together on the counselor's role. Without his focus, it is difficult, if not impossible, for guidance programs to grow and survive.

Van Hoose made this very clear. Elementary school counselors should always keep in mind that principals are not only responsible for the work of the school staff, including the counselor, but also that the principal's cooperation and support are vital to the success of the guidance program in that school.³


Therefore, principals must know what elementary counselors are doing. Stewart and Warnath emphasized this when they wrote:

The principal is faced with repeated dilemmas arriving out of conflicting demands from various parts of the school program. His responsibility, of course, must be to the total organization. He cannot approve activities on faith or because of theoretical considerations; therefore, the counselor should assume that the principal will require concrete and specific information about proposals related to guidance.¹

Thus, authorities in the field stress the importance of the elementary counselor's awareness of his/her status as a member of the principal's staff. It is hoped that this report can help elementary counselors and their principals to establish a functional counselor's role consistent with the educational needs in the setting in which they both work.

Previously it was suggested that part of the dilemma of the counselor's role definition was due to the rapid change of societal needs. A paraphrase of Faust's classification of counselor roles, past and present, follows:

1. The traditional elementary counselor often was involved in tasks which represented the high school counselor's role. A great deal of focus was crisis-problem oriented. A great amount of the counselor's time was spent on testing or measurement and often the counselor was in charge of the testing program. He/she might consult with teachers, but on a limited basis. Some emphasis was placed on work with parents but usually these contacts involved not more than two or three meetings. Seldom were the parents involved in long-term

contacts. Almost all of the counselor's time was in a one-to-one relationship with a child. The counselor had little opportunity to be available for all children.

2. The neo-traditional elementary counselor basically rejected focusing on crisis, but aimed at early prevention of problems. This counselor became very involved in the diagnosis and treatment of children with problems. However, the counselor strives to work with such children early in hopes of preventing more serious problems. Little time is spent on testing and the testing program. The counselor works with individual children and teachers, but typically moves toward more group counseling. There is more direction given to consulting with parents in child-study groups.

3. The developmental, or "new," elementary counselor focuses on the normal, emerging, existing, changing needs of the child. This counselor is not committed to curing, preventing, diagnosing and treatment of children, but rather, contributes toward building learning climates which are conducive to effective learning and growth. For economic and other reasons, he/she functions for all children, but gives preference whenever possible to group counseling and consultation. He/she consults with parents but does not work with them in the traditional way. More of this counselor's time is spent in the area of translating the implications of curriculum content and instructional methods.¹ Faust further suggests that role variations can be noted

from counselor to counselor and from program to program.¹

The American School Counselor Association recognizes the need for elementary counselors to communicate more clearly their responsibilities and goals as they relate to the total educational environment of the child.² The American School Counselor Association Governing Board recently officially recognized and accepted a position paper authored by Jackie Lamb, Vice President for Elementary School Counseling, 1972-73, and Roger Deschenes, Vice President for Elementary School Counseling, 1973-74. This paper describes the unique role of the elementary school counselor.³

Keeping in mind the need for elementary counselors to communicate more clearly their responsibilities and goals, ASCA suggested in "The Unique Role of the Elementary School Counselor" that counseling services will be planned and determined by the counseling staff and an educational committee or team. Parental input through meetings, conferences, and advisory groups can be requested.⁴

ASCA suggested the following elementary counselor functions:

1. The counselor seeks to make the transition from home to school for the child a success. Realizing this transition can help to facilitate a positive attitude toward himself and a positive growth in the school setting. Creating an atmosphere of warmth

¹Ibid.


³Ibid., p. 219.

⁴Ibid., p. 221.
and acceptance, the counselor attempts to help the student better understand himself. Counseling groups of students, and consulting with teachers, other school staff members, and parents is an important part of the counselor's role. He works to promote cooperation and understanding between all persons included in helping the child. As a professional, the counselor continuously evaluates his effectiveness.

2. The counselor is a consultant in many areas of curriculum development, the testing program, pupil evaluation, pupil data collecting, and screening. He becomes involved in the grouping and placement of students and the impact of the instructional program on them. It is important for the counselor to become involved in community committees and in in-service training for members of the educational team.

3. The counselor attempts to interpret his role clearly to teachers, students, parents and the general public.¹

PURPOSE OF THE INVESTIGATION

The purpose of this investigation is to examine the role of practicing elementary school counselors in Iowa as perceived by elementary school counselors and by elementary school principals who work with elementary counselors in a Kindergarten through sixth grade guidance program.

It is imperative that the principals' perception of the roles of their elementary counselors be taken into consideration because principals are the obvious leaders in the elementary school setting, and the growth of guidance programs depends on their cooperation and support. In their positions in the schools, principals do play a major part in helping define the role of the elementary school counselor. Moreover, research shows many inconsistencies in perceptions of the

¹Ibid., pp. 221-223.
elementary counselors' role, and to further the counseling program, it would be desirable for the elementary counselors and elementary principals to be more compatible in their perceptions of the counselor's role.

It is hoped that disclosure of the perceptions between principals and counselors will assist the elementary schools of Iowa in the development and implementation of their guidance program. Therefore, this study will show, by comparing the responses from each group, how elementary school counselors and elementary school principals perceive the role of the elementary counselor in Iowa schools.

LIMITATIONS OF THE STUDY

There is no universal agreement as to what the elementary counselor's role should be. To some extent this confusion is also present in other helping professions. However, the arrival of the elementary school counselor on the educational scene has made the problem particularly crucial for this rather new profession.

Considering the relatively small number of elementary school counselors in most states, it appears that the broad implications of this report are of importance in assessing the elementary school counselor's role. The elementary counselors and elementary principals involved in this investigation represent only those counselors in a Kindergarten through sixth grade program and principals who have a counselor working in a Kindergarten through sixth grade program in Iowa.

The following definitions apply wherever the terms appear in this report:
1. Guidance: A process by which the student achieves greater self-insight, self-understanding, and stability to enable him to become an intelligent consumer and producer in our society. Guidance is focused on the inner person, as contrasted with instruction which is focused on material outside the person. Guidance is based on thoughtful assistance to the individual so that he may understand himself and his abilities, interests, and goals.¹

2. Counseling: An activity which provides the child with an opportunity to explore his feelings, his attitudes, and his convictions. The counselor in this situation provides a relationship that is accepting, understanding and non-judgemental. It provides assistance to the counselor for continuous clarification of his basic perception of life. This relationship enables the counselee to become increasingly self-directed so that the goal is one of enabling the counselee to deal with both the developmental tasks and the general problems of living.²

3. Elementary Counselor: A professionally trained person in an elementary school helping relationship who . . . aids the individual in coping with those tasks which represent society's expectations for him.³

¹Herman J. Peters and Bruce Shertzer, Guidance: Program Development and Management (Columbus: Charles F. Merrill, 1963), p. 3.


4. Elementary Principal: The administrative person responsible for the general functioning of a Kindergarten through sixth grade elementary school, and the person an elementary school counselor is likely to work under.

5. Coordinating function: Actions performed by the counselor in helping to integrate the resources of the school and community, to meet the needs of the individual.¹

6. Consulting: An interface with the principal, teacher, parent and child about the most effective way to enhance the learning process for those in the school setting. In a consulting role the counselor is concerned and involved with the total school process.²

7. Role: What an individual is assigned in an environment—what he/she is permitted to do.³

8. Perception: This is largely a function of previous experiences, assumptions, and purposes. Since perceptions come from within and are based on past experiences, it is obvious that each individual will perceive in a unique way.⁴


⁴Ibid., p. 90.
9. Evaluating: An attempt to assess the strengths and weaknesses of a program in relation to its objectives. From the analysis of the information gathered, proper decisions can then be made about possible changes in the program. This evaluating can be done as a separate undertaking or as an integral part of a comprehensive evaluation of the school program.¹

Chapter 2

REVIEW OF LITERATURE

Guidance and counseling within the public school system has progressed regularly and continually since the end of the nineteenth century. However, the concept and direction of this service has changed and continues to change.

Counseling began as early as 1898 when Jesse B. Davis began working in Detroit, Michigan, at Central High School helping students with vocational and educational problems. Weaver published the booklet "Choosing A Career" in 1906, and Parsons opened the Vocational Bureau of Boston in 1908. In the early part of the twentieth century, guidance and counseling developments emphasized vocational guidance and assisting problem children.¹

Faust credited William Burnham, who wrote "Great Teachers and Mental Health" in 1926, as being the "father" of what was to become modern elementary school counseling. Burnham perceived the role of the human behavior specialist in the schools as extending beyond a focus on crisis children, testing, and clinical diagnosis. He advocated "mental hygiene," which has been replaced today by a "developmental" emphasis.²

¹Bruce Shertzer and Shelley C. Stone, Fundamentals of Counseling (Boston: Houghton Mifflin, 1968), p. 21

Faust categorized the evolution of elementary guidance and counseling into three different categories. He attributed certain commitments to each philosophy. Following is an outline of these three categories in chronological order:

"THE TRADITIONALIST"

Faust dated the "traditionalist" concept of counseling and guidance to before 1950.

1. Greatly influenced by preparations and experience in secondary school guidance and counseling.
2. Frame of reference for the preparation of the elementary counselor.
   (A) occupational information
   (B) guidance testing with standardized tests
   (C) study of orientation programs, career days, etcetera
3. One-to-one counseling emphasis (little counseling of teachers, groups)
4. Child-crisis oriented
5. Perceives role as that of diagnostician
6. In charge of testing programs
7. Works with parents in a quasi-social worker role
8. Major emphasis on play therapy
9. Role is clearly defined¹

"THE NEO-TRADITIONALIST"

Faust said the "neo-traditionalist" was typical of elementary guidance counselors in the fifties.

1. Child-crisis oriented
2. Gets outside role derived from secondary counselor
3. De-emphasizes occupational information
4. Accepts responsibility for group-testing programs

¹Ibid., p. 21.
5. Places emphasis on work with
   (A) individual children
   (B) groups of children
   (C) teachers
   (D) parents

6. Emphasizes teacher consultation (but actually does little of it)

"THE DEVELOPMENTALIST"

The currently accepted philosophy of elementary guidance and counseling started gaining approval in 1965.

1. Oriented toward the developing requirements of the child
2. Believes that teachers practicing the developmental approach perceive the child more positively
3. Enhances learning climate for child and strives to become skilled in the understanding of human behavior
4. Develops learning climate, rather than crisis-counseling
5. Counsels "all children"
6. Is a teacher consultant
7. College preparation curriculum is interdisciplinary
8. Gains trust of children by investing in considerable crisis-counseling in the first two years of counseling
9. Role is not by choice, rigidly defined
10. Crisis-counsels teachers in a major sense
11. Works with teachers in development counseling
12. Recognizes the "phenomenon of movement toward counseling" as a developmental characteristic of teachers
13. Works with groups
14. Invests less time with parents than traditional counselors do
15. Performs his role by saying, "What children are like will determine my behavior"

The "developmentalist" philosophy emerged concurrently in the mid-sixties with two other events that shaped the expansion and development of elementary guidance and counseling. In 1958 The National Defense Education Act provided for funds (Title V) for strengthening

1 Ibid.
2 Ibid.
school guidance programs and for preparing school counselors. In 1964 Title V was amended by Congress to include the preparation of elementary school counselors in institute programs, and financial support was given to elementary school guidance programs at the local level. In 1958, when the National Defense Education Act was passed, there was one counselor for every 1000 students in the United States. A survey of state directors of guidance in 1965 revealed that there were 3,337 schools with organized guidance programs. Further investigation indicated 1,159 schools had the services of an elementary counselor. A total of 1,802 counselors were identified by 42 directors as working in elementary schools having organized guidance programs. There were 624 counselors working full time, with each assigned to only one elementary school. There were 483 counselors working full time with each assigned to more than one elementary school, and 349 who divided their time between secondary and elementary schools. There were 225 counselors maintaining positions which included teaching part-time and counseling part-time.

Hitchcock, in a report to U.S. Department of Labor, indicated that due to a confusion in terminology, no accurate count of

1Shertzer and Stone, p. 21.


elementary school counselors was available or even possible before 1965.¹

In 1966 the chief guidance officers in the fifty state departments of education were asked to participate in a survey of full-time counselors serving schools in their state, whose work was with children in grades Kindergarten through six, seven, or eight. Thirty-six states sent in data about full-time counselors. Eleven states sent the names of school districts, which were then canvassed.

Of these 1448 elementary school counselors, 1188 replied to the inquiry. Of these 1188 who replied, 778 were full-time, certified, and serving in both primary and intermediate grades. Sixty-five percent of these full-time counselors were women, their ages being between thirty and forty-five in about half the cases. Fifty percent served only one school, twenty percent served two schools, and thirty percent served more than two schools.²

A 1967 study on the status of guidance and counseling in elementary schools across the nation revealed that there were 3,837 counselors working in elementary schools in 48 states. (This study was based upon 1966-67 school year data collected by means of a questionnaire to the state departments of education.) A follow-up study in 1968 revealed that a total of 6,041 counselors were serving


the elementary schools in 50 states, the District of Columbia, and
the Virgin Islands.¹

In 1972, the U.S. Department of Labor estimated that there
were 10,000 elementary counselors in the U.S.² This was nearly three
times the number employed in 1967, and almost twice the number in
1968.

This rapid expansion of elementary guidance counseling started
a quest to provide a definitive role for the elementary guidance
counselor. Although Eckerson believed the ingredients for a good
elementary school guidance program are a well-qualified counselor and
a loosely defined role,³ most spokesmen for the current philosophical
concept of elementary counseling feel there should be guidelines for
this role.

Eckerson said that role concepts of the elementary school
counselor that establish precise limits are no more adequate than
concepts of traditional education that are manifested in most schools.⁴
However, even Eckerson did use the following guidelines from the 1966
report of the ACES-ASCA (Association for Counselor Education and
Supervision-American School Counselors Association) to establish

¹Claude De Vere Morgan, "A Survey of Oregon Elementary School
Counselors: Educational Preparation and Responsibilities" (unpublished

²Dinkmeyer, "Elementary School Counseling: Prospects and

³Louise Omwake Eckerson, "In Support of a Loosely Defined Role
for the Elementary School Counselor," Elementary School Guidance and
Counseling, II (December, 1969), 82-86.

⁴Ibid., p. 83.
qualifications for elementary guidance counselors:

1. Courage to bring about change
2. Valuing of the individual
3. Initiative
4. High degree of sensitivity to the feelings of children and adults
5. Academic aptitude
6. Emotional stability
7. Competence in human relations
8. Depth and variety of interests

Besides these introspective criteria, elementary guidance counselors need to define their role in order to interact with other school personnel. Given the elementary counselor's comparatively new and ambiguous position, many teachers, principals, and other staff members who work in American elementary schools are apt to view guidance from the standpoint of their understanding of the guidance services provided in the Junior and Senior high schools. They know that these services came into the schools over a half century ago after having been initiated by concerned social workers. They also know these guidance services for a long time were mainly centered upon the vocational decisions and concerns of secondary school youth, and vocational counseling is still a major emphasis. So it is not surprising that some elementary school staff members view with concern the introduction of guidance into their schools.

It is important for the elementary counselor to differentiate his/her role from that of the secondary counselor, since the focus of each role may take a different direction. Christensen pointed out

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1Ibid., p. 86.
2Hill and Luckey, p. 23.
that the emphasis in the elementary school program is fundamentally developmental and preventative in nature. This emphasis constitutes the essential difference between a secondary school counseling program and a counseling program uniquely designed for the elementary school.¹ Dinkmeyer described a developmental guidance program as one that personalizes and humanizes the educational process for all students.²

Developmentalists in elementary school guidance agree that their role must be one of assisting the normal child to reach his/her fullest potential by helping him/her to find that relationship between self and environment needed to learn the developmental tasks basic to growth in effectiveness.³ Van Hoose also emphasized developmental counseling as a method of working with children in a positive manner, neither remedial nor therapeutic.⁴

Christensen, likewise, rejected therapy as a basis for elementary counseling. He said the objective of the developmental approach is to provide the child information relevant to his/her gaining new insights about behavior.⁵


⁵Christensen, p. 12.
Hill and Luckey define the developmental point of view as that which does take into account children with problems which need special attention and correction, but which directs the greatest part of the effort to the child who is in no obvious sense a problem, but is a person whose education can be enriched and made more nearly that which modern life demands.¹

Meeks, as one of the early spokesmen for the developmental point of view, stressed working with "all" children rather than exceptional ones and focusing on the "learning climate" of the school.² In 1961 she called for and predicted what elementary counseling and the elementary counselor should and was likely to become:

1. Counseling will be centered primarily on problems as they affect learning.
2. Children with severe emotional or adjustment problems will be referred to other specialists, such as the school psychologist.
3. The counselor will serve a positive function, rather than be a corrective force.
4. The counselor will be largely concerned with the "developing" child.
5. The counselor's role will not be combined into one role that undertakes the roles of counselor, school psychologist, and social worker: the counselor "should not work with children who have problems that require changes in home environment, or services of community agencies, or psychotherapy. Instead, these children should be referred to the specialists best able to help them."
6. More and more, the counselor of the future will emphasize how opportunities for learning can be improved through greater self-insight.
7. The counselor will emphasize his role with the very young school child, learning to know his needs before he enters school.
8. The counselor will emphasize his work with inservice education of teachers.
9. The counselor will focus on improving learning situations.

¹Hill and Luckey, p. 36.
²Faust, pp. 30-31.
10. The counselor will perceive his work with teachers to be of paramount importance. (Perhaps 40 percent of his time will be spent with teachers and parents.)

11. The counselor will continue to give importance to his conference role with parents.¹

The 1964-65 report of the ACES-ASCA Committee recommended the following guidelines for the professional responsibility of the counselor:

1. Participating in creating an environment conducive to learning and growth for all children.
2. Helping parents to understand the developmental needs of all pupils and working with parents.
3. Helping the individual child to grow in self-understanding and in positive maximum use of his potential.
4. Participating in curriculum development change.²

The report also recognized the process of counseling, consultation, and coordination as the three functions for discharging professional responsibilities.³

Stefflre offered a practical list of duties that counselors and counselor educators think counselors should be doing:

1. Pupil appraisal.
2. Program development and management.
3. Educational and occupational planning.
4. Working with parents.
5. Research.
6. Public relations.⁴

This list differs from others in that it excludes an emphasis on personal counseling, but Stefflre noted:

¹Ibid.
²Christensen, pp. 14-15.
³Ibid.
Counselors are often trained to do personal counseling, but when counselors do personal counseling it is possible that they will threaten the whole school structure whether or not they are helpful.¹

Even though the official paper recognized by the American School Counselor Association Governing Board of 1972-73 placed "counseling individual students"² as the primary function of elementary counselors, there are differing opinions among experts in the counseling field as to the most successful way to implement an elementary guidance program.

Wrenn indicated in 1962 that counselors at the elementary level must work much more with parents and teachers than counselors at the secondary level.³ More recently Wrenn wrote "the situation in which the counselor operates will determine in large part whether that counselor finds counseling or consultation to be most important."⁴

Dinkmeyer said that "if elementary school counselors are to provide developmental services, they must be educated in programs that provide specific training in consultation,"⁵ such as:

1. Consulting with teachers individually and in groups
2. Consulting with parents individually and in groups
3. Counseling theory process as it is adapted to work with preschool and elementary children

¹Ibid.


4. Classroom guidance procedures for work in affective education with large groups
5. Learning and human motivation theory that can be directly translated into the educational setting
6. Behavior modification and motivation modification, and procedures for training teachers in these processes
7. Effective procedures for working with administrators and the total system

On the other hand, Patterson warned that to de-emphasize consultation as the major function of the elementary school counselor is not to imply that it is bad, unimportant, or undesirable. But there is the danger for the counselor who does nothing but consult, that his one-to-one contact with children may become a process of collecting data for the purpose of telling others what to do to aid the child. He becomes a "consultant" who is on the outside, instead of a "counselor" who tries to understand children from the inside. 2

Lewis recognized the fact that the question of where the emphasis is to be placed between the functions of counseling and consultation has become part of a dialogue concerning the potential of elementary counseling. 3 He noted that Eckerson viewed a counselor's greatest contribution to be in assisting parents and teachers to provide an environment conducive to the growth of the child. 4 Lewis also quoted Faust as proposing that "one hour of work with an

1Ibid.


3Lewis, p. 296.

4Ibid.
individual teacher could be worth 30 hours of child-counseling
time."¹ Dinkmeyer, Shaw, and Tuel are also considered proponents of
consultation as a more economical use of time to help more children
than individual counseling.²

These proponents, although in agreement with other colleagues
in advocating a "developmental" philosophy in elementary guidance
programs, assumed two things which made them favor an emphasis on
consultation: first, that children can best be helped through affecting
the "learning climate;" second, that working with the developmental
needs of all children requires an indirect approach because of a
limitation in time of the counselor.³

Peters stated that "the purposes of individual counseling
services are to help the child achieve self-understanding, deal with
interpersonal relationships, attain appropriate academic achievement,
and alleviate personal and emotional problems that may arise."⁴

Nelson defended personal counseling by saying that "direct
personal involvement, individually or in groups, holds much more hope
that the choices made and the aid given will be truly relevant to the
life of the child we wish to assist."⁵

¹Ibid.
²Ibid.
³Ibid.
⁴Ibid.
⁵Ibid.
Van Hoose agreed that the major focus of elementary school guidance should be upon counseling individual pupils and small groups of pupils. ¹ He also referred to a survey which showed that elementary teachers polled at that time viewed individual counseling of students to be the major function of elementary school guidance workers. ²

McCreary and Miller are also reported as finding administrators, teachers, and counselors in agreement that in order of importance, the actual counseling function is the most important role of the elementary counselor. ³ Van Hoose summarized these opinions as a consensus that, although guidance workers carry on many types of activities, counseling contributes to the realization of the objectives of guidance in a more dramatic and personal fashion than the other guidance services. ⁴

Hill and Luckey offered the report by Meeks in 1964 for the American Personnel and Guidance Association which concluded that:

... a team of specialists providing supplementary services to staff and pupils is essential but that, to be effectively staffed, there must be someone on the school staff who can function as a counselor, who will direct services to pupils—with services to parents and teachers a natural byproduct. Such a person is logically named a school counselor. ⁵

A list of functions was submitted for elementary school counselor:

1. Functioning as an integral part of the school staff with identity in counseling and in education

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¹ Van Hoose, pp. 7-8.
² Ibid.
³ Ibid.
⁴ Ibid.
⁵ Hill and Luckey, pp. 133-134.
2. Counseling pupils
3. Consulting with parents
4. Identifying individual differences, needs and problems among pupils
5. Working in close relationship with teachers
6. Interpreting the guidance program to staff and community
7. Counseling groups
8. Preparing developmental and longitudinal study of children, the teacher, and counselor serving complementary roles in this process
9. Interpreting in testing and appraising, with less emphasis on direct testing service
10. Assisting in development and organization of the school program.¹

Lewis questioned the far-reaching benefits advocated by proponents of either counseling or consultation when, in fact, immediate outcomes have not been adequately measured.² He summed up the values specific to counseling or to consultation in a 1967 report as follows:

Counseling

1. There is direct involvement of the child.
2. The child experiences the opportunity to be heard, to be treated as an individual, and a reinforcement of feelings of personal worth.
3. Actions taken tend to be personally relevant to the child.
4. Where there is no solution available the opportunity is afforded the child to gain through catharsis the value of knowing

¹Ibid.
²Lewis, p. 298.
that others realize the difficulty he faces and to obtain some release through putting his feelings into words.

Consulting

1. There is involvement of the person who can most directly influence the external environment of the child.
2. The participants in the consulting situation receive a mutual benefit that results both from being heard and from the kind of brainstorming that may expand the horizons of each in providing aid to the child.
3. A larger number of children can be served through the indirect process of consulting.
4. Counselors and teachers can take a dynamic part in their role as change agents.1

In 1967 Nelson identified counseling versus consulting as a major issue and suggested that each counselor must resolve "the degree of emphasis he will place on the complementary activities of counseling and consulting and the place these activities will hold in the total elementary school program."2

Nelson and Muro made a study in 1969 of elementary counselors' daily logs of activities for one school semester. No attempt was made to have the counselors implement a specific model of elementary school guidance, and each was encouraged to draw on his/her learnings and personal experience in order to implement the type of program that seemed most appropriate to him. Twenty counselors participated in the survey with the following results:

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1Ibid.

Frequency of Elementary School Counselor Activities

<table>
<thead>
<tr>
<th>Activity</th>
<th>Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SUMMARY</strong></td>
<td></td>
</tr>
<tr>
<td>Counseling</td>
<td>2,828</td>
</tr>
<tr>
<td>Consulting</td>
<td>1,579</td>
</tr>
<tr>
<td>Coordinating</td>
<td>526</td>
</tr>
<tr>
<td>Research and Evaluation</td>
<td>471</td>
</tr>
<tr>
<td><strong>BREAKDOWN</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Counseling</strong></td>
<td></td>
</tr>
<tr>
<td>Individual student</td>
<td>1,797</td>
</tr>
<tr>
<td>A group of students</td>
<td>964</td>
</tr>
<tr>
<td>Individual parents</td>
<td>65</td>
</tr>
<tr>
<td>A group of parents</td>
<td>2</td>
</tr>
<tr>
<td><strong>Consultation</strong></td>
<td></td>
</tr>
<tr>
<td>Faculty conference</td>
<td>483</td>
</tr>
<tr>
<td>Parent conference</td>
<td>169</td>
</tr>
<tr>
<td>Group meetings with students</td>
<td>159</td>
</tr>
<tr>
<td>Weekly meeting with principal</td>
<td>130</td>
</tr>
<tr>
<td>Special personnel within school</td>
<td>112</td>
</tr>
<tr>
<td>Testing</td>
<td>78</td>
</tr>
<tr>
<td>Administering individual intelligence tests</td>
<td>120</td>
</tr>
<tr>
<td>Interpreting test data to teachers</td>
<td>49</td>
</tr>
<tr>
<td>Planning with staff members in organizing the activities program</td>
<td>42</td>
</tr>
<tr>
<td>Assisting teachers in conducting sociometric studies</td>
<td>36</td>
</tr>
<tr>
<td>Special programs for the handicapped</td>
<td>22</td>
</tr>
<tr>
<td>Plan with staff members in conducting action research</td>
<td>16</td>
</tr>
<tr>
<td>Advise on assignment of students to classes</td>
<td>15</td>
</tr>
<tr>
<td>Interpreting guidance program to other than school community</td>
<td>9</td>
</tr>
<tr>
<td>Meet with curriculum committee</td>
<td>7</td>
</tr>
<tr>
<td>Group meetings with parents</td>
<td>2</td>
</tr>
<tr>
<td>Preschool conference with parents</td>
<td>1</td>
</tr>
<tr>
<td>Committee to design and maintain</td>
<td>0</td>
</tr>
<tr>
<td>Assisting in developing classroom and school-wide tests</td>
<td>0</td>
</tr>
</tbody>
</table>

1Ibid., pp. 297-298.
An examination of the data reveals that counselors, when encouraged to develop their own models for elementary school guidance, place great importance on counseling. Faculty and parent contacts, however, were also frequently listed activities of counselors, thus providing some evidence that the concept of consultation as part of the counselor's role is indeed a viable one. Coordination activities
were also frequently mentioned as part of what these counselors actually did.\(^1\)

In an earlier study, work responsibilities of elementary guidance counselors were investigated. The study, conducted in 1949 by Ruth Martinson, included only counselors in California. The one hundred counselors were divided into three groups. Group I included counselors in cities over 35,000 and under one million in population, Group II consisted of those working in cities under 35,000, while Group III was composed of county guidance workers.\(^2\)

Thirty-three percent of the counselors from the larger cities (Group I) taught from three to twenty-five hours per week, and 44 percent of those in the smaller cities (Group II) taught for a similar range of time. The teaching assignments varied from Kindergarten through eighth grade. Some counselors did special work in remedial reading, speech, or with the physically and mentally handicapped. Group III counselors taught only college, university and university extension classes.\(^3\)

The chief responsibility of the Group I counselors was the administration of tests, while in Group II it was the ordering and distribution of tests. Group III counselors reported that their main concern was the interpretation of test results.\(^4\) The entire group

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\(^1\)Ibid., p. 300.


\(^3\)Ibid., p. 168.

\(^4\)Ibid.
worked with teachers on problems of grouping and promotion. Seventy percent named individual conferences as the most common approach to these problems.  

One point percent of the counselors held individual conferences, while seventy-three percent held group meetings with parents.

The counselor's commitment to provide counseling is far too often conspicuous by its absence in actual performance. Many counselors describe their work in terms of child accounting, that is, taking attendance, granting excuses, administering discipline, substituting as teacher, sponsoring group activities, and some counseling. In study after study, counselors have indicated that their actual role behavior fell short of an idealized role definition. As role definition depends greatly on the expectations of others, the role of the elementary counselor as perceived by the principal is important in determining what the elementary guidance counselor strives to do and actually does.

Shertzer and Stone pointed out that the administrator who nominates, selects, and recommends to his school board the appointment of school counselors is influential. All too often the principal is the one who directs the counselor's day-to-day efforts and, thus,

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1 Ibid.
2 Ibid.
3 Shertzer and Stone, p. 144
does more to define who and what counselors are than any other single individual.¹

Using two studies which examined determinants in relation to the role of the counselor, Herr and Cramer compared lists of determinants from counselor educators and New York State school counselors. The school counselors ranked the principal as being the number one determinant.²

It is the principal who is able to apply positive sanctions, such as praise, providing secretarial help, salary increases, or negative sanctions--criticism, termination of contract, etcetera.³

In 1963 McDougall and Reitan conducted a study to determine how the elementary school principal perceived the role of the elementary counselor. Using 169 principals from Oregon, Idaho, and Washington, the investigators asked each respondent to rate 23 possible areas of counselor functioning, each on a four-choice scale: very important, important, limited, and not a function of the counselor. The top five functions listed under very important in rank order were:

1. Counseling individual students with social and personal problems;
2. Counseling with parents concerning that child's problems;
3. Individually counseling students with educational problems;
4. Counseling students with severe discipline problems;
5. Identifying students with special talents and special problems.

¹Ibid., p. 142.
²Ibid.
³Ibid., p. 143.
Under the heading of important, the top five functions were:

1. Carrying on group guidance activities;
2. Providing and editing guidance material for staff;
3. Acting as liaison with community referral agencies;
4. Assisting in planning the school curriculum;
5. Assessing student personality through the use of projective techniques.¹

The elementary school principals, in this study, also had some definite ideas concerning what was not a function of the elementary school counselor:

1. Keeping attendance records;
2. Administering discipline;
3. Teaching remedial reading;
4. Helping organize student activities;
5. Providing vocational and occupational information to students.²

Harter conducted a similar study six years later, using 75 counselors and 62 principals from Oregon elementary schools receiving NDEA V-A funds to assist in the development of their programs. The investigation asked each respondent to record his/her perception of the counselor's role in the elementary school. The questionnaire contained 39 described functions to be evaluated on a five-choice scale: very important, important, neutral, limited, and not a function. The table on the following page contains the first ten functions ranked in order of relative importance by both counselors and principals. Both lists contain nine similar functions, but in different degrees of


²Ibid., p. 24.
Functions of the elementary counselor ranked in order of relative importance to counselors and principals

<table>
<thead>
<tr>
<th>Rank</th>
<th>Item</th>
<th>Rank</th>
<th>Item</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Counsel individually students with social</td>
<td>1.</td>
<td>Counsel individually students with social</td>
</tr>
<tr>
<td></td>
<td>and personal problems</td>
<td></td>
<td>and personal problems</td>
</tr>
<tr>
<td>2.</td>
<td>Conduct case conferences with teachers,</td>
<td>2.</td>
<td>Identify and refer students to the school</td>
</tr>
<tr>
<td></td>
<td>administrators, and others</td>
<td></td>
<td>psychologist</td>
</tr>
<tr>
<td>3.</td>
<td>Consult with parents concerning student</td>
<td>3.</td>
<td>Counsel individually student with educational</td>
</tr>
<tr>
<td></td>
<td>problems</td>
<td></td>
<td>problems</td>
</tr>
<tr>
<td>4.</td>
<td>Assist children with self-appraisal so they</td>
<td>4.</td>
<td>Carry on group guidance activities</td>
</tr>
<tr>
<td></td>
<td>may better know their strengths and</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>weaknesses</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Identify students with special problems and</td>
<td>5.</td>
<td>Consult with parents concerning child</td>
</tr>
<tr>
<td></td>
<td>talents</td>
<td></td>
<td>problems</td>
</tr>
<tr>
<td>6.</td>
<td>Carry on group guidance activities</td>
<td>6.</td>
<td>Conduct case conferences with teachers,</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>administrators, and others</td>
</tr>
<tr>
<td>7.</td>
<td>Counsel individually student with</td>
<td>7.</td>
<td>Involve children in self-appraisal so they</td>
</tr>
<tr>
<td></td>
<td>educational problems</td>
<td></td>
<td>may know their strengths and weaknesses</td>
</tr>
<tr>
<td>8.</td>
<td>Identify and refer students to the school</td>
<td>8.</td>
<td>Identify students with special problems and</td>
</tr>
<tr>
<td></td>
<td>psychologist</td>
<td></td>
<td>talents</td>
</tr>
<tr>
<td>9.</td>
<td>Discuss referral sources and procedures with</td>
<td>9.</td>
<td>Counsel students with severe discipline</td>
</tr>
<tr>
<td></td>
<td>the staff</td>
<td></td>
<td>problems</td>
</tr>
<tr>
<td>10.</td>
<td>Interpret the guidance program to the</td>
<td>10.</td>
<td>Interpret the guidance program to the</td>
</tr>
<tr>
<td></td>
<td>community</td>
<td></td>
<td>community</td>
</tr>
</tbody>
</table>

1Ibid., p. 44.
importance. This does not prove that elementary school principals and counselors are not providing a team effort in assisting children. Harter also pointed out that the counselors and principals had similar feelings concerning those functions which were not the responsibility of the counselor. However, the duties listed by both counselor and principal as being primary in importance were not those regarded as most important by developmentalists. Although individual counseling was ranked number one on both lists, it was designated as counseling students with social and personal problems rather than the "all children" concept. More closely in line with the "developmental" approach was "involve children in self-appraisal, so they may know their strengths and weaknesses." This item is number four on the counselors' list and number seven on the principals' list. However, the counselors do not accept the concept of the disciplinarian or the remedial crisis worker. The only item listed on the principals' list that was completely left off the counselors' list is the one concerning the counseling of students with severe discipline problems. On the other hand, counselors saw the need to "discuss referral sources and procedures with the staff," while this item was absent from the principals' list.

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1 James Harter, "The Role of the Counselor in N.D.E.A. Title V-A Elementary Schools, as Perceived by the Counselor and Principal" (unpublished M.A. theses, Monmouth College, 1969), p. 43.
Functions not the work of the counselor\(^1\)

<table>
<thead>
<tr>
<th>Rank</th>
<th>Item</th>
<th>Rank</th>
<th>Item</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Counselors</td>
<td></td>
<td>Principals</td>
</tr>
<tr>
<td>1.</td>
<td>Administering discipline</td>
<td>1.</td>
<td>Administering discipline</td>
</tr>
<tr>
<td>2.</td>
<td>Keeping attendance</td>
<td>2.</td>
<td>Teaching remedial reading</td>
</tr>
<tr>
<td>3.</td>
<td>Teaching remedial reading</td>
<td>3.</td>
<td>Keeping attendance records</td>
</tr>
<tr>
<td>4.</td>
<td>Be responsible for ability grouping of students</td>
<td>4.</td>
<td>Be responsible for ability grouping of students</td>
</tr>
<tr>
<td>5.</td>
<td>Develop local norms for standardized tests given in the school</td>
<td>5.</td>
<td>Develop local norms for standardized tests given in the school</td>
</tr>
</tbody>
</table>

\(^1\)Ibid., p. 45.

A survey of 300 elementary school principals in Indiana asked the following questions:

1. Do elementary school students need the services of a school counselor?
2. Does your school presently employ a counselor?
3. Would your school system employ a guidance worker, assuming that elementary school counselors were available?
4. What guidance services should be provided by elementary school counselors?
5. What activities should not be included in the duties of elementary school counselors?

For the fourth question a five-point scale (Very Important, Above Average, Average Importance, Below Average, Not Important) was developed to elicit the elementary school administrators' viewpoints about the duties of elementary school counselors.
The sample was stratified according to size of school population, urban-rural communities, and geographical distribution. There were 198 replies, representing a 66 percent return. All 92 counties in the state were represented in the study.¹

Eighty-two percent of the elementary school administrators believed there was a need for counselors in the elementary school.

Sixty-six percent of the elementary school administrators indicated that they did not presently employ an elementary school guidance worker.

Thirty-two percent of the elementary school administrators stated that the school would presently employ a counselor if one were available.

Eighty percent of the elementary school administrators stated there was a need for counselors in the elementary school, and more than 75 percent of the administrators listed the following activities as services or duties of the elementary school counselors. (Numbers in parentheses after the statements represent the percent of administrators rating the item either "very important" or "above average" in importance.)

1. Conduct early identification of gifted, underachiever, delinquent, retarded students and children with emotional problems. (92%)

2. Be available to students, parents and teachers. (84%)

3. Gather and keep confidential information pertinent to individual children. (83%)
4. Recommend, administer and interpret tests to students, parents, and teachers. (82%)
5. Accept referral cases from teachers. (82%)
6. Conduct case conferences. (81%)
7. Follow-up pupil problems uncovered by teachers. (80%)
8. Gather test data about new students. (80%)
9. Demonstrate a willingness to pursue problems affecting the welfare of the child. (79%)
10. Refer students to community and other agencies. (78%)\(^1\)
11. Refer student or family for in-depth counseling or for other services beyond the training level of the school counselor. (78%)

The following activities were not considered within the domain of the elementary school counselor's responsibility by the administrators in the sample:
1. Discipline students (32)
2. Provide occupational information to students and classes. (31)
3. Visit first and possibly sixth grade students' homes. (21)
4. Utilize play and art work for tension release values in younger children. (19)

The image of the elementary school counselor as presented by elementary school administrators from Indiana was that of a

\(^1\)Ibid.
preventative, problem-solving, remedial agent who assists teachers in the educative process. Administrators felt that the guidance worker should do this by (a) organizing and collecting data about students, (b) observing individuals in various school settings, (c) identifying potential pupil problems, (d) administering and interpreting tests, (e) serving as a referral agent for teachers and community agencies, and (f) coordinating the informational services.

The administrator's image of an elementary school counselor suggested an individual who should serve as coordinator, consultant and counselor in that order.

The survey of Indiana administrators did not reveal a perception of guidance as a developmental process. It did not pinpoint the counselor's role as helping individual students with self-exploration. Advocates of elementary school guidance have based their arguments for the necessity of counselors at this level on the premise that counselors will implement this developmental function. Either administrators did not see the need for counselors to serve in this manner, or the survey instrument used did not permit an opportunity to express this need.¹

Studies conducted in the fifties found counselors performing many and varied duties. These studies seemed to suggest that when school counselors did not have a clear concept of their role, they tended to perform more clerical and administrative tasks than guidance or counseling functions.

¹Ibid., pp. 213-214.
Studies by Kemp and Chenault and Seegars in 1962 led them to believe that counselors and principals may vary in their expectations of the counselor as a person. The populations of counselors and administrators for the studies were obtained by sending questionnaires to all certified counselors or pupil personnel workers reported in the 1962-63 Ohio School Principals' Report to the State Department of Education. From a total population of 886 full-time, certified counselors, a random, stratified sample of 220 counselors and their administrators was selected.

Sixty items were grouped into six sub-areas: (1) providing service to individual students (2) providing services to groups of students (3) establishing and maintaining staff relationships (4) promoting the general school program (5) establishing and maintaining community relationships and (6) accepting professional responsibilities.¹

The findings showed that the counselors and principals ranked counselor activities similarly in two of the six sub-areas. However, they placed significantly different emphasis upon four of the sub-areas in which counselors functioned. Counselor rankings in the areas relating to working with individual students and accepting professional responsibilities were significantly higher than those of the administrators.

Ealy conducted an investigation of 454 counselors and their co-workers in public elementary schools and 33 counselor educators. The sample was drawn from three states: Kentucky, Ohio, and Michigan. The instrument which was used contained fifty activities under the headings Counseling, Consultation, Coordinating, and Research and Evaluation. The degree of consensus was determined by comparing the means of zero to five ratings given each item by the respondents.

A high degree of consensus was indicated among all groups regarding the desirable or ideal role of counselors. This seems to indicate a consistency in the general philosophy and training of counselors. However, there was a considerable lack of consensus among groups about what counselors actually did. Four main conclusions may be drawn about this lack of consensus: (1) school setting may restrict or contribute to certain potential counselor functions, (2) counselors may not be aware of others' expectations of them, (3) counselors may not be motivated to fulfill enough of the functions which they and others perceive as desirable, or (4) administrators, although they tend to agree with counselors on the ideal role, do not make the fulfillment of this role possible.¹

It seems apparent that some basic differences do exist between counselors and administrators. This is because counselors, administra-

tors, and counselor educators see the same issues from different occupational perspectives.¹

Stefflre compared four studies that reflected a difference in attitudes between principals and counselors regarding the role of the counselor.² The Ohio study of a large group of counselors and administrators revealed that principals were more concerned with achievement, order, and aggression, and were more evaluative than counselors. On the other hand, counselors were more concerned with affiliation, intraception, and understanding other people.

In the Kentucky study both counselors and principals agreed that principals were more competitive and aggressive than counselors. They both agreed counselors were more kind, understanding, and reassuring. The important finding in this study was that the counselors and principals indicated they each wanted the other to be more managerial and autocratic. Moreover, in this study, the principals said they would like their counselors to be a little less indulgent, more firm, and more businesslike.

In a Nebraska study, both groups agreed that counselors should not be so concerned about activities such as scheduling, and that they should be more people-oriented. The big difference was that principals were more concerned with group welfare, and the counselors more concerned with individual welfare. The principals were concerned with

¹Stefflre, p. 199.
²Ibid., 199-200.
policy, norms of behavior, and making sure those norms were not
challenged.

Two additional studies underscored the differing perceptions
that elementary counselors and principals held related to the elemen-
tary counselor's role. A Michigan study showed that counselors were
more concerned with altruism and self-realization than were principals,
who were more concerned with money and with control.¹

A study conducted by Moore in 1969 indicated that professional
differences may also play a part in the role expectations for
elementary counselors. This study concluded that in any given sample
of educational professionals, one might expect to find three major
views regarding counselor functions. In existing programs one of these
approaches may receive emphasis resulting from administrative direc-
tion, staff needs, or counselor intent.²

DEVELOPMENT OF ELEMENTARY GUIDANCE PROGRAMS IN IOWA

Iowa was one of the earliest states to start child-study
centers in the 1930s.³ However, by 1966, according to a study by
Greene, Iowa reported having only four full-time elementary guidance

¹Ibid., p. 201.

²Lamire H. Moore, "Elementary School Guidance: The Search for
Identity," Counselor Education and Supervision, VII (Spring, 1969),
213-215.

³Shertzer and Stone, p. 21.
counselors. In 1977, however, Iowa reported having 112 elementary school counselors.

The primary emphasis of elementary counseling in Iowa during the early years of development was on individual and small group counseling. Those in the Guidance Services Department of the Iowa Department of Public Instruction now see this priority changing to an emphasis on consulting and working with teachers in the classrooms conducting guidance activities.

In 1969 the Iowa State Department of Public Instruction identified six objectives which were supportive of the developmental process:

1. To develop within individuals an awareness and understanding of self.
2. To develop within individuals an acceptance of self.
3. To develop within individuals an understanding of others.
4. To develop within individuals an understanding of their environment.
5. To assist individuals in a decision-making process.
6. To develop within "significant others" an awareness, understanding, and acceptance of pupils.

---

1 Hill and Luckey, p. 99.
3 Statement by Guidance Consultant, in a personal interview, Des Moines, Iowa, State Department of Public Instruction, October 14, 1976.
In 1968 Mendelson listed nine objectives of the elementary guidance counselor at a workshop for elementary administrators at the University of Northern Iowa:

1. Counseling with children individually who are referred by their parents or teachers.
2. Consulting with teachers concerning pupils with whom they want assistance.
3. Arranging parent conferences to discuss family situations which might be affecting the child's school adjustments.
4. Conducting group counseling with students having learning and/or social problems.
5. Conducting interviews with pupils, teachers, administrators, and parents as a means of collecting information pertinent to making a valid assessment of a child's developmental history.
6. Doing individual counseling with children who seek help on their own.
7. Conducting parent conferences to discuss the academic progress of their children.
8. Conferring with teachers on problems of motivating students in learning.
9. Identifying and counseling underachieving pupils.¹

The State Department of Public Instruction in 1969 listed the three most important functions of the elementary school counselor to be: a counselor to pupils; a consultant to parents, teachers, and administrators; and a coordinator of the guidance team.²

SUMMARY

In principle, administrators, counselors, and teachers agree on the developmentalist ideals of counseling for all children, providing a good learning climate for the child through consultation


²Elementary Guidance in Iowa, p. 11
with the adults in that environment, and coordination of guidance activities within the school and the community. However, there seems to be a chasm between ideals and practice. There are several factors indicated in the studies which may account for this divergency:

1. Elementary guidance counseling is a relatively new profession that is only now coming to a consensus among its spokesmen and practitioners concerning its goals.

2. The elementary guidance counselor is very often the only member of his profession on a school staff. The counselor has only his or her own personal philosophy, the needs of the school and staff, and the opinions and directives of an administrator as guidelines for his or her duties.

3. Since 1964 great strides have been made possible through NDEA Title V funds for the expansion of elementary guidance counseling. However, it is not known at present how many counselors per child are needed to implement a successful guidance program. Lack of time to accomplish idealized objectives probably accounts in large part for the discrepancies between what should be done and what is actually being accomplished.

4. Elementary guidance counselors are not, as other school staff members are also not, free agents. They must perform their duties in accordance with school policies and regulations under the direction of an administrator and in cooperation with other staff members.

Other staff members are perceiving the role of elementary guidance counselors from varying professional, personal, and
academic viewpoints. Unless the counselor is successful in explaining the objectives of the guidance program, remaining flexible for the particular situation, but firm in the leadership toward basic goals, it is conceivable that conflict or ineffectual performance could result.

While few principals seem to be consciously undermining the achieving of the objective of the elementary guidance programs, according to the studies, there may be factors within the principal's power of administration which might either help or hinder the counselor's job. These factors might include the following:

1. Principals who have secondary school experience may understandably lean toward a remedial role for the counselor and not realize that counseling the normal child is the most important job for the counselor.

2. Since a counselor's time must remain flexible, the principal should not try to overemphasize accountability. This could lead to filling the counselor's schedule with clerical duties, record keeping, and meeting staff needs to the exclusion of one-to-one counseling with children and important consultations with others.

3. If the school is understaffed, it will be impossible for the counselor to perform his or her job well.

4. Without abdicating the managerial position, the principal should allow the counselor to form and lead the guidance program with the cooperation of other staff members.
More time is needed for the elementary guidance counselor to become a visible and accepted member of the school staff, guided by verified models of implementation, with the confidence that other educators will give the necessary support to meet the needs of children.
Chapter 3

METHODOLOGY

PROBLEM STATEMENT

Any incongruity between the perceptions of elementary principals and counselors concerning the role of the counselor is understandable. It may be attributed to the lack of precedent for the role, to the recent philosophical shift toward the developmentalist function, or to an occupationally determined perspective. However, one need not tolerate this incongruity, even if one can sympathize with it. Incongruous expectations will lead to conflict. This conflict may not be overt, but incongruity will surely lead to less than perfect effectiveness. If on the other hand, the role perceptions matched up, a higher degree of morale, cooperation, and effectiveness might be expected.

In practice, perceptions converge by compromise, accommodation, and successive approximation. As each group recognizes the perspective of the other, this process brings them closer together. Knowledge of the role perceptions is the most important ingredient in this process.

The purpose of this investigation is to describe the role of the elementary counselor, as perceived both by the principals in Iowa, and by the counselors themselves. By comparing and sharing these perceptions, this study might serve as the basis for mutual evaluation and reconciliation.
The report claims to be nothing more than a survey of the present situation, and will not attempt to make an evaluation. Evaluation, in terms of strategies and success requires a detailed investigation of the particular program, taking into account the various situational factors which help to shape the specific program. But before this can be done, a context of perspective must be established. This study seeks to establish just such a context, by examining the range of perceptions on a state-wide basis. Hopefully, this will encourage a more informed evaluation of each program and help to guide the further growth of counseling on the elementary level.

COLLECTION OF THE DATA

The sample for this study is specified as all elementary school guidance counselors (i.e., counselors who work with grades Kindergarten through sixth grade) and all principals who work with elementary counselors in the state of Iowa. The study was conducted during the school year 1975-76. A roster was obtained from the Iowa State Department of Public Instruction, which indicated that there were 98 elementary counselors in Iowa and 97 elementary school principals working with these counselors. Although the Department suggested that a more accurate tally would show between 115 and 125 elementary counselors, that roster was unavailable at the time the study was conducted.

While this mailing list for the sample was being obtained, a research instrument was being designed also. The instrument consisted of two forms: an Information Sheet and an Opinionnaire (see Appendix A).
The Information Sheets are slightly different for the counselors and the principals. They are oriented toward broad activities and general perceptions about the counselor's role. They also survey facts about the population, such as age, sex, and experience.

The content of the Opinionnaire was developed on the basis of several sources. The "Activity Code for Elementary School Counselors," developed at the University of Maine for use in its elementary school counselor internship program, suggested many of the items included on the Opinionnaire\(^1\) (see Appendix B). Another source was "The Unique Role of the Elementary School Counselor," which has been recognized and accepted by the American School Counselor Association Governing Board.\(^2\) (See Appendix B). After researching such authorities as Meeks, Faust, and Dinkmeyer for their statements about the functions of the elementary counselor, it was determined that the content of the Opinionnaire provided an accurate list of the typical activities of the counselor.

Since the investigator's interest was to look at role perception, each respondent was asked to evaluate the importance of each activity on a scale of 1) Extremely Important, 2) Important, 3) Very Little Importance. The Opinionnaire specified that each activity be evaluated in terms of the role perception of the counselor, regardless of actual performance. Clearly, role perceptions are shaped by actual

\(^1\)Elementary School Guidance and Counseling, IV (May, 1970), 304-307.

performance, but it was in the interest of this study to focus the Opinionnaire on what the sample believed, rather than actual performance.

In separate mailings, the instruments were sent to the counselors and the principals, along with a cover letter explaining the nature of the research (see Appendix A). Follow-up requests were mailed approximately two weeks later to those who did not respond to the first mailing.

In all, responses were received from 84 counselors and 81 principals. Due to improper or incomplete answers, the total number in the samples is 79 counselors and 74 principals, resulting in a response of 80% and 75%, respectively. This was a very complete sample, which allowed reasonable generalizability.

ANALYSIS OF THE DATA

Data were tallied for each item on the Information Sheet and the Opinionnaire. Depending on the nature of the item, the data were analyzed and presented appropriately.

When an item on the Information Sheet was of the "Choose One" variety, the responses were presented as a percentage of the total sample group. This is the case for items 1, 2, 3, 5, 6, 7, and 8. Items 9 through 13 on the Information Sheet lent themselves to short answers, or to more than one answer. Tables 6, 9A, 9B, 10, 11, and 12 report the number of responses as well as the percent based on total responses for each category.
Where a question required a shorter answer, these answers were tabulated according to general categories. These categories emerged naturally from the responses, and it was never necessary to trim information for the sake of the categories. For instance, a counselor responded to Question 13, about how the principal could better assist the counselor, by writing, "My principal should take an introductory course in counseling!" This response shows up under the category "Very Poor Relations." The vehemence of the response may be relevant to the particular case, but the information as presented in the table is sufficient for this study.

This is an important point. The data, of course, represent the responses of individuals. However, this study is not concerned with individual cases. Rather, it presents the profile of the entire population. It is a statistical profile, not an individual one. Thus, it shows the average perceptions of the role of the counselor. Individuals are likely to deviate from this average, both up and down depending on the issue. However, the data show how the perceptions of the two groups compare and bring out significant similarities and differences between the average perception of each group. It thus provides a context wherein individual members of each group and interested outsiders can establish their personal perceptions. As these personal perceptions are shared and compared, these individuals can achieve a more complete understanding of the role of the elementary counselor.

The results of the Opinionnaire were also treated to some interpretive analysis. Table 13 presents the raw material, in the
form of percent response to each item, by importance (i.e., "Extremely Important," "Important," "Very Little Importance"). Also, Table 13 rank orders these items. The order was established by determining a) the order of "Extremely Important" responses, and b) the inverse order of "Very Little Importance" responses. The average was then found between a) and b), which became the overall ranking. In cases of ties between averages for two items, the item with the higher percentage of "Important" responses was ranked first. For example, item four on the counselors' Opinionnaire drew responses of 31.7% "Extremely Important," 54.4% "Important," and 13.9% "Very Little Importance." That makes it the sixteenth most often cited item in the "Extremely Important" column, and the eighteenth most often cited in the "Very Little Importance" column (i.e., the eighteenth least often cited as "Very Little Importance"). The average rank was, thus, 17. The rank of 17 was shared by two other items, which were then listed according to their order in the "Important" column. This process was repeated for each item until a list had been generated for all the activities.

Table 14 represents a categorical interpretation, similar to the interpretations given the short answer responses on the Information Sheet. The basis for the interpretation is detailed in Chapter IV for the benefit of those who wish to see how the information was generated.

In this case as in all others, it is clear that the strength of the conclusions is inversely related to the flexibility of the interpretation.
Chapter 4

FINDINGS

On the whole, the results indicate remarkable correspondence between the perceptions of the principals and the counselors. Most of the significant disparity can be explained as the product of slight occupational myopia, which is hardly surprising. However, there are a few notable areas where the two groups tend to disagree about the role of the counselor. Those areas are significant topics for further discussion.

As will be shown, there are many areas on which there is striking disagreement within each group. Principals often disagree more with other principals than they do with the counselors, and vice versa. So it is important that anyone involved with elementary counseling programs keep his/her ears open and listen to the ideas and suggestions which are emerging in this developing phase of guidance.

First, the Information Sheet is considered. This instrument was designed to discover some of the more general qualities in role perception. The data are framed so that each of the following topics is discussed:

1. What makes an elementary counselor?
2. Is the guidance program working?
3. Where is the guidance program going?
Issues raised in these considerations will be given fuller treatment later, as the Opinionnaire is discussed.

Opinionnaire data can be discussed generally, as well as specifically. First, the general ordering of activities is presented, so that a pattern of role definition emerges. Then special attention is paid to certain select areas which show how counselors and principals differ. Finally, results from both the Information Sheet and the Opinionnaire are tied together and discussed.

INFORMATION SHEET

The first question dealt with is, "What makes a counselor?" Items number 1, 2, 5, 7, and 8 are particularly relevant to this question, and are taken together.

Tables 1 and 2 give a profile of the counselor population studied. Almost two-thirds of all elementary counselors in Iowa are women, and over half are between the ages of 25 and 40.

Table 1

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors No.</th>
<th>%</th>
<th>Principals No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>29</td>
<td>36.7</td>
<td>69</td>
<td>93.2</td>
</tr>
<tr>
<td>Female</td>
<td>50</td>
<td>63.3</td>
<td>5</td>
<td>6.8</td>
</tr>
<tr>
<td>TOTAL</td>
<td>79</td>
<td>100.0</td>
<td>74</td>
<td>100.0</td>
</tr>
</tbody>
</table>
Table 2
Age Distribution of Counselors and Principals

<table>
<thead>
<tr>
<th>Age</th>
<th>Counselors</th>
<th>%</th>
<th>Principals</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>20 - 24</td>
<td>1</td>
<td>1.3</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>25 - 29</td>
<td>15</td>
<td>19.0</td>
<td>2</td>
<td>2.7</td>
</tr>
<tr>
<td>30 - 34</td>
<td>17</td>
<td>21.5</td>
<td>10</td>
<td>13.5</td>
</tr>
<tr>
<td>35 - 39</td>
<td>13</td>
<td>16.4</td>
<td>15</td>
<td>20.3</td>
</tr>
<tr>
<td>40 - 44</td>
<td>8</td>
<td>10.1</td>
<td>17</td>
<td>23.0</td>
</tr>
<tr>
<td>45 - 49</td>
<td>10</td>
<td>12.7</td>
<td>11</td>
<td>14.8</td>
</tr>
<tr>
<td>over 49</td>
<td>15</td>
<td>19.0</td>
<td>19</td>
<td>25.7</td>
</tr>
</tbody>
</table>

It is interesting to note that the developmentalist philosophy began to gain ground in the early sixties, and people who had been trained before then had most likely been exposed to a neo-traditionalist philosophy, as described in Chapter II.

Table 3, which reports the results from item 5, shows remarkable unanimity about how a counselor can best serve the school. Only eight principals disagreed with the ideas of a full-time counselor as the best way to bring counseling into the elementary school.

Tables 4 and 5 provide the first opportunity to compare perceptions. When asked why they were hired, two out of three counselors mentioned their teaching experience as the most outstanding reason. Principals agreed, but they also placed a great emphasis on counselors, and, under "Other," eight principals mentioned the interview as a major point in their decision to hire a particular counselor. Counselors eschewed the formal reasons, and compensated with such points
as, "Ability to make relationships with kids," and "Concern with child growth and development." Principals also tended to give more responses to this open question than counselors (124 from 74 as opposed to 114 from 79), perhaps indicating that they were less satisfied with a single answer.

Table 3
Recommended Work Schedule (Item 5)

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors No.</th>
<th>%</th>
<th>Principals No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fulltime</td>
<td>79</td>
<td>100</td>
<td>66</td>
<td>89.2</td>
</tr>
<tr>
<td>Halftime</td>
<td>0</td>
<td>0</td>
<td>6</td>
<td>8.1</td>
</tr>
<tr>
<td>County Consultant</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>2.7</td>
</tr>
<tr>
<td>TOTAL</td>
<td>79</td>
<td>100</td>
<td>74</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 4
The Primary Basis for Counselor Selection (Item 7)

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors No.</th>
<th>%</th>
<th>Principals No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary Teaching Experience</td>
<td>47</td>
<td>45.1</td>
<td>47</td>
<td>38.4</td>
</tr>
<tr>
<td>Counseling Experience</td>
<td>31</td>
<td>29.8</td>
<td>38</td>
<td>31.1</td>
</tr>
<tr>
<td>Credentials</td>
<td>17</td>
<td>16.3</td>
<td>24</td>
<td>19.6</td>
</tr>
<tr>
<td>Other</td>
<td>9</td>
<td>8.7</td>
<td>13</td>
<td>10.6</td>
</tr>
</tbody>
</table>

1Some respondents chose two or more answers.
Table 5
Teaching Experience Required as a Prerequisite to Counseling (Item 8)

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors</th>
<th>%</th>
<th>Principals</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>60</td>
<td>75.9</td>
<td>64</td>
<td>86.5</td>
</tr>
<tr>
<td>No</td>
<td>19</td>
<td>42.1</td>
<td>10</td>
<td>13.5</td>
</tr>
<tr>
<td>TOTAL</td>
<td>79</td>
<td>100.0</td>
<td>74</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The second issue which is useful in ordering the data is, "How does the program work?" Items 9, 3, 6, and 13 will be discussed, in that order, to gain some insight into the actual operation of the program.

The forces which initiated the program are presented in Table 6. Again, this item allowed respondents to check more than one answer, if that were appropriate. This time it was the counselors who gave more "free" responses--140 to the principals' 123.

Most often, the principal was given credit for getting the program started. In real number, 54 (38%) counselors and 57 (77%) principals mentioned this factor. And, while credit was given to the superintendent, there seems to be little general agreement on other factors. Counselors gave a lot more credit to the teachers and the school board, whereas principals mentioned the state and county, and under "Other," often cited the availability of Title I funds.
Table 6
Sources Initiating Elementary Guidance Programs (Item 9)\footnote{Some respondents chose two or more answers.}

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors</th>
<th>%</th>
<th>Principals</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>School Board</td>
<td>23</td>
<td>16.4</td>
<td>8</td>
<td>6.5</td>
</tr>
<tr>
<td>Parents</td>
<td>9</td>
<td>6.4</td>
<td>3</td>
<td>2.4</td>
</tr>
<tr>
<td>Elementary Principal</td>
<td>54</td>
<td>38.5</td>
<td>57</td>
<td>46.3</td>
</tr>
<tr>
<td>Teachers</td>
<td>19</td>
<td>13.5</td>
<td>10</td>
<td>8.1</td>
</tr>
<tr>
<td>Superintendent</td>
<td>22</td>
<td>15.7</td>
<td>25</td>
<td>20.3</td>
</tr>
<tr>
<td>Col. or Un. Personnel</td>
<td>1</td>
<td>0.7</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>County Personnel</td>
<td>1</td>
<td>0.7</td>
<td>4</td>
<td>3.2</td>
</tr>
<tr>
<td>State Department Personnel</td>
<td>2</td>
<td>1.4</td>
<td>7</td>
<td>5.6</td>
</tr>
<tr>
<td>Other</td>
<td>9</td>
<td>6.4</td>
<td>10</td>
<td>8.1</td>
</tr>
</tbody>
</table>

Tables 7 and 8, reporting items 3 and 6, show a confusing inconsistency. First, counselors were somewhat less confident about the success of their work, at least in terms of educational objectives. Principals rated them very high on this count. On the other hand, counselors saw themselves as getting along very well with the rest of the teaching staff. In spite of this, they felt they could be doing a better job overall. Principals were not quite as positive about inter-staff relations, but no one felt that the relations were not good.
Table 7
Counselors' Contribution to Attaining the Educational Objectives of the School (Item 3)

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors No.</th>
<th>%</th>
<th>Principals No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>A Great Deal</td>
<td>33</td>
<td>41.8</td>
<td>47</td>
<td>63.5</td>
</tr>
<tr>
<td>Some</td>
<td>41</td>
<td>51.9</td>
<td>23</td>
<td>31.1</td>
</tr>
<tr>
<td>Very Little</td>
<td>5</td>
<td>6.3</td>
<td>4</td>
<td>5.4</td>
</tr>
<tr>
<td>TOTAL</td>
<td>79</td>
<td>100.0</td>
<td>74</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 8
Acceptance of the Counselor by the Teaching Staff (Item 6)

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors No.</th>
<th>%</th>
<th>Principals No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Well</td>
<td>70</td>
<td>88.6</td>
<td>58</td>
<td>78.4</td>
</tr>
<tr>
<td>So-So</td>
<td>9</td>
<td>11.4</td>
<td>16</td>
<td>21.6</td>
</tr>
<tr>
<td>Not Well</td>
<td>0</td>
<td>0.0</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>TOTAL</td>
<td>79</td>
<td>100.0</td>
<td>74</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Relations between principals and counselors were apparently just as satisfying. When asked how their principal could assist them further, 31 (39.2%) counselors reported that they would not change a thing. Only two (2.5%) indicated that they were dissatisfied with the
present relation. A tabulation of the answers to item 13 is presented in Tables 9A and 9B.

The most common suggestions for ways in which the principal could better assist the counselor could possibly fall into two classes: more personal leadership (i.e., through open discussion, responsiveness, in-service meetings) and more material support. Twenty-seven counselors suggested that their principals become more open to counselors' ideas and recommendations, from pupil scheduling to in-service staff meetings. Many counselors simply asked for more openness or more leadership.

Table 9A
Ways in Which Counselors Think Principals Could Assist Them (Item 13—Counselors)

<table>
<thead>
<tr>
<th>Category</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Already good relations—no way to improve</td>
<td>31</td>
<td>39.2</td>
</tr>
<tr>
<td>Through more open discussion</td>
<td>12</td>
<td>15.1</td>
</tr>
<tr>
<td>Through more leadership</td>
<td>8</td>
<td>10.1</td>
</tr>
<tr>
<td>Through more responsiveness to recommendations</td>
<td>5</td>
<td>6.3</td>
</tr>
<tr>
<td>Through more in-service meetings</td>
<td>3</td>
<td>3.8</td>
</tr>
<tr>
<td>Through more material support</td>
<td>4</td>
<td>5.1</td>
</tr>
<tr>
<td>Very poor relations—cannot be improved</td>
<td>2</td>
<td>2.5</td>
</tr>
</tbody>
</table>

The other area where there were many suggestions was the area of material support. Different counselors lacked different things, and many mentioned secretarial support or larger office space. Also mentioned by a few counselors was the need for a larger counseling staff.
There was tremendous variety of opinions about supervisory strategies suggested by the principals. Almost half said that they consulted with the counselor on a weekly, daily, or informal basis. Eleven principals (15%) made it a habit to observe their counselors in action, and eight more (11%) listened to feedback at staff meetings. Seven (10%) required a written log of daily activities, but another ten percent indicated that there were no supervisory controls at all. Some said they simply worked as a team, and some simply assumed that the job was being done. Surprisingly, only two (3%) mentioned that they had written guidelines for the counselor to follow, and only one (1.4%) mentioned a formal evaluation as the control.

Table 9B
How Principals Supervise Counselors
(Item 13--Principals)

<table>
<thead>
<tr>
<th>Category</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consultations</td>
<td>31</td>
<td>41.8</td>
</tr>
<tr>
<td>Observation</td>
<td>11</td>
<td>14.8</td>
</tr>
<tr>
<td>Staff Meetings</td>
<td>8</td>
<td>10.8</td>
</tr>
<tr>
<td>Written Log</td>
<td>7</td>
<td>9.5</td>
</tr>
<tr>
<td>Established Guidelines</td>
<td>2</td>
<td>2.7</td>
</tr>
<tr>
<td>Hiring/Firing</td>
<td>2</td>
<td>2.7</td>
</tr>
<tr>
<td>Formal Evaluation</td>
<td>1</td>
<td>1.4</td>
</tr>
<tr>
<td>Informal or no Supervision</td>
<td>7</td>
<td>9.5</td>
</tr>
</tbody>
</table>
In all, the most common relationship between a counselor and the principal was an informal one, where the principal trusted the counselor to do a professional job, yet remained informed through open channels of communication. The most common complaint was that the principal either did not understand or remained unaware of the counselor's position and problems. Apparently, most principals have been able to avoid formality in the relationship, yet have provided the counselors with the support they needed.

Table 10 shows some agreement between counselors and principals about the most valuable activities of the counselor. Direct counseling is clearly the most valued by both principals and counselors. Second most important to the counselors was working with the teachers on problems in the context of the classroom; principals placed this fourth in importance, putting General Counseling second. Counselors and principals generally agree in the importance of the other categories.

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors No.</th>
<th>Counselors %</th>
<th>Principals No.</th>
<th>Principals %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Individual Counseling</td>
<td>24</td>
<td>30.3</td>
<td>23</td>
<td>32.0</td>
</tr>
<tr>
<td>Classroom Involvement</td>
<td>18</td>
<td>22.7</td>
<td>10</td>
<td>13.9</td>
</tr>
<tr>
<td>Group Counseling</td>
<td>17</td>
<td>21.5</td>
<td>15</td>
<td>20.9</td>
</tr>
<tr>
<td>General Counseling (General Group)</td>
<td>13</td>
<td>16.5</td>
<td>22</td>
<td>30.6</td>
</tr>
<tr>
<td>Parent and Community Instruction</td>
<td>7</td>
<td>8.9</td>
<td>2</td>
<td>2.8</td>
</tr>
</tbody>
</table>
Even though work outside the school was rated the least valuable activity of counselors, by both groups, Table 11 shows that this was an area where both groups would like to see more effort. This includes holding individual conferences with parents to discuss the child's schooling, special visits to the house of "problem" children, meeting with parent groups, such as the PTA, to discuss the counseling program, and working with community agencies whose activities are related to counseling. Also, both groups strongly indicated that the counseling program should become more closely integrated with the classroom by doing group guidance work in the classroom, working more closely with classroom teachers, and, generally, by bringing the holistic developmental perspective to bear on the entire educational process.

Table 11

Areas Where Counselors and Principals Would Have More Activity if Time Permitted (Item 11)

<table>
<thead>
<tr>
<th></th>
<th>Counselors</th>
<th></th>
<th>Principals</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. First</td>
<td>Rank</td>
<td>No. First</td>
<td>Rank</td>
</tr>
<tr>
<td></td>
<td>Choices</td>
<td></td>
<td>Choices</td>
<td></td>
</tr>
<tr>
<td>Work with parents and community</td>
<td>1</td>
<td>21</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>Work in the Classroom</td>
<td>2</td>
<td>13</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>Direct Counseling</td>
<td>3</td>
<td>9</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Career Counseling</td>
<td>4</td>
<td>3</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Special Problems</td>
<td>5</td>
<td>2</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td>Individual Problems</td>
<td>6</td>
<td>2</td>
<td>7</td>
<td>1</td>
</tr>
<tr>
<td>Testing</td>
<td>7</td>
<td>0</td>
<td>4</td>
<td>3</td>
</tr>
</tbody>
</table>
The final issue on the Information Sheet deals with perceptions of long range change in the counseling profession (Table 12). Counselors see two things as emerging for them. First, there will be more emphasis on the integration of counseling within the classroom setting. Second, there will be broader acceptance of the elementary counseling profession throughout the educational system. As Tables 7 and 8 demonstrate, there is already a positive attitude toward counseling in those schools where there is an existing guidance program. As more schools initiate and experiment with elementary guidance, many respondents expect this attitude to spread.

Table 12
Areas of Anticipated Change in the Counselors' Profession as Perceived by Counselors and Principals (Item 12)

<table>
<thead>
<tr>
<th>Category</th>
<th>Counselors</th>
<th>%</th>
<th>Principals</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>More work in the classroom</td>
<td>17</td>
<td>37.0</td>
<td>5</td>
<td>20.8</td>
</tr>
<tr>
<td>Will gain broader acceptance</td>
<td>13</td>
<td>28.3</td>
<td>7</td>
<td>29.2</td>
</tr>
<tr>
<td>Will diminish in acceptance</td>
<td>5</td>
<td>10.9</td>
<td>5</td>
<td>20.8</td>
</tr>
<tr>
<td>Will work with parents</td>
<td>5</td>
<td>10.9</td>
<td>5</td>
<td>20.8</td>
</tr>
<tr>
<td>Will spend more time advancing their philosophy</td>
<td>3</td>
<td>6.5</td>
<td>1</td>
<td>4.2</td>
</tr>
<tr>
<td>No change</td>
<td>3</td>
<td>6.5</td>
<td>1</td>
<td>4.2</td>
</tr>
</tbody>
</table>
In sum, principal support appears to be the basic foundation for the initiation and continued success of elementary counseling programs. Programs are administered in a variety of ways, probably reflecting the goals of the school systems and the individuals involved. Both principals and counselors seem to have a fairly enlightened attitude, and are working toward programs which are developmentalist in nature. Work with parents and more work with classroom teachers are the areas which will probably receive more emphasis in the future. Direct reports and the overall agreement about most issues yields evidence that both principals and counselors are fairly satisfied both with the programs and with each other. Consequently, there appears little or no conflict between role perceptions, even though these roles are not clearly defined.¹

OPINIONNAIRE

Table 13 presents the data provided by the Opinionnaire section of the survey. This table shows how each population rated each activity and presents that rating in order of importance. These data reveal a fairly clear picture of the activities which, taken as a whole, comprise the current role of the elementary counselor.

¹A significant number of counselors and principals who may have understood the purpose of item 4 on the Information Sheet misunderstood the mechanics of the answer to the item. Therefore, no useable data could be obtained from the responses, and a discussion of the item is impossible.
Table 13

Summary of Opinionnaire Data for Counselors and Principals

<table>
<thead>
<tr>
<th>Item</th>
<th>Counselor</th>
<th></th>
<th>Principal</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Extremely</td>
<td>Very Little</td>
<td>Extremely</td>
<td>Very Little</td>
</tr>
<tr>
<td></td>
<td>Rank</td>
<td>Important</td>
<td>Rank</td>
<td>Important</td>
</tr>
<tr>
<td>Counseling Individually</td>
<td>1</td>
<td>3</td>
<td>77.2%</td>
<td>20.3%</td>
</tr>
<tr>
<td>Counseling with Groups</td>
<td>2</td>
<td>1</td>
<td>83.5</td>
<td>16.5</td>
</tr>
<tr>
<td>Consulting with Staff about Techniques</td>
<td>3</td>
<td>7</td>
<td>54.4</td>
<td>41.8</td>
</tr>
<tr>
<td>Consulting with Principal</td>
<td>4</td>
<td>18</td>
<td>31.7</td>
<td>54.4</td>
</tr>
<tr>
<td>Consulting with Parents about Development</td>
<td>5</td>
<td>5</td>
<td>59.5</td>
<td>39.2</td>
</tr>
<tr>
<td>Consulting with Community Groups</td>
<td>6</td>
<td>17</td>
<td>19.0</td>
<td>72.2</td>
</tr>
<tr>
<td>Consulting with Pupils about Services</td>
<td>7</td>
<td>12</td>
<td>45.6</td>
<td>46.8</td>
</tr>
<tr>
<td>Consulting with Curriculum Committees</td>
<td>8</td>
<td>24</td>
<td>1.3</td>
<td>75.9</td>
</tr>
<tr>
<td>Interpreting Tests with Teachers</td>
<td>9</td>
<td>20</td>
<td>25.3</td>
<td>59.5</td>
</tr>
<tr>
<td>Interpreting Grades and Tests with Parents</td>
<td>10</td>
<td>21</td>
<td>17.7</td>
<td>59.5</td>
</tr>
<tr>
<td>Interpreting Tests with Pupils</td>
<td>11</td>
<td>22</td>
<td>17.7</td>
<td>57.0</td>
</tr>
</tbody>
</table>
Table 13 (Continued)

<table>
<thead>
<tr>
<th>Item</th>
<th>Counselor</th>
<th></th>
<th>Principal</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Extremely</td>
<td>Very Little</td>
<td>Extremely</td>
<td>Very Little</td>
</tr>
<tr>
<td></td>
<td>Important</td>
<td>Importance</td>
<td>Important</td>
<td>Importance</td>
</tr>
<tr>
<td>Selecting Tests</td>
<td>12</td>
<td>23</td>
<td>16.5%</td>
<td>58.2%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>25.3%</td>
<td></td>
</tr>
<tr>
<td>Placing and Grouping Pupils</td>
<td>13</td>
<td>14</td>
<td>36.7%</td>
<td>51.9%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>11.4%</td>
<td></td>
</tr>
<tr>
<td>Consulting with Staff about Evaluation</td>
<td>14</td>
<td>19</td>
<td>24.0%</td>
<td>64.6%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>11.4%</td>
<td></td>
</tr>
<tr>
<td>Individualizing Learning Programs</td>
<td>15</td>
<td>15</td>
<td>38.0%</td>
<td>45.6%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>15.4%</td>
<td></td>
</tr>
<tr>
<td>Consulting with Teachers about Career Programs</td>
<td>16</td>
<td>16</td>
<td>21.5%</td>
<td>69.6%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>8.9%</td>
<td></td>
</tr>
<tr>
<td>Referring Pupils within the School</td>
<td>17</td>
<td>9</td>
<td>58.2%</td>
<td>34.2%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>7.6%</td>
<td></td>
</tr>
<tr>
<td>Referring Pupils and Parents to Agencies</td>
<td>18</td>
<td>8</td>
<td>49.4%</td>
<td>48.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>2.5%</td>
<td></td>
</tr>
<tr>
<td>Coordinating Guidance in the Classroom</td>
<td>19</td>
<td>10</td>
<td>35.4%</td>
<td>59.5%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>5.1%</td>
<td></td>
</tr>
<tr>
<td>Coordinating Use of Pupil Records</td>
<td>20</td>
<td>26</td>
<td>11.4%</td>
<td>54.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>34.2%</td>
<td></td>
</tr>
<tr>
<td>Coordinating use of Guidance Materials</td>
<td>21</td>
<td>13</td>
<td>48.1%</td>
<td>46.8%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>5.1%</td>
<td></td>
</tr>
<tr>
<td>Coordinating Staffings</td>
<td>22</td>
<td>6</td>
<td>65.8%</td>
<td>30.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>3.8%</td>
<td></td>
</tr>
<tr>
<td>Item</td>
<td>Counselor</td>
<td>Principal</td>
<td></td>
<td></td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
<td>-----------</td>
<td>------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Extremely</td>
<td>Very Little</td>
<td>Extremely</td>
<td>Very Little</td>
</tr>
<tr>
<td></td>
<td>Important</td>
<td>Importance</td>
<td>Important</td>
<td>Importance</td>
</tr>
<tr>
<td>Articulation of Kindergarten through Twelve Developmental Program</td>
<td>23</td>
<td>11</td>
<td>50.6%</td>
<td>41.8%</td>
</tr>
<tr>
<td>Evaluating Instructional Programs</td>
<td>24</td>
<td>25</td>
<td>16.5</td>
<td>58.2</td>
</tr>
<tr>
<td>Evaluating Total Guidance Program</td>
<td>25</td>
<td>4</td>
<td>67.1</td>
<td>30.4</td>
</tr>
<tr>
<td>Evaluating Counseling</td>
<td>26</td>
<td>2</td>
<td>79.7</td>
<td>19.0</td>
</tr>
</tbody>
</table>
First, the investigator shall consider this role as constructed by the counselor. The four activities which were rated as the most important by these respondents are, Group Guidance, Evaluation of Counseling Efforts, Individual Counseling, and Evaluation of the Total Guidance Program. Thus, for the majority of counselors, this set of activities makes up the essence of their role. The set comprises the primary counseling functions and ongoing evaluation of these efforts. Only six respondents indicated that one of these four activities had "Very Little Importance" and no one said that they were all unimportant.

One of the interesting things about these data is that group guidance was stressed more strongly than individual counseling. Hence, the developmentalist perspective, with its emphasis on interactional dynamics, is the perspective of most counselors, although one-to-one counseling, with its individual, case-oriented perspective, is still regarded as an essential activity.

The goals of coordinating and consulting are aligned with the activities rated fifth, sixth, seventh, tenth and eleventh. The referral activities, rated eighth and ninth, are actually negative assertions of the same philosophy, as the counselor send children with specific problems to professionals and agencies who deal specifically with these children. The top half of the list is heavily weighted toward development of a learning climate which directly enhances the education of each student.
The last seven activities, in order of importance, fall into two groups: 20 through 23 involve testing, and the final three are basically instructional. As the counselor sees it, these are secondary functions, with up to one-quarter of the population assigning them "Very Little Importance." Although the evaluation functions are rated very high, the monitor functions are not seen as being essential to the counselor's role.

The middle eight functions, 12 through 19, can be viewed as being "important," but not "essential" activities. With one exception, they are all "Consultation" activities, wherein the counselor shares knowledge with someone who can then put it into action.

All these activities can be grouped into more general categories, showing the broader functions of the counselor. These categories are presented in Table 14 in order of importance according to the rankings in Table 13. Although there is a definite scale from "extremely important" to "very little importance," the investigator cannot say that any of these functions is not important at all. The Opinionnaire did not include any activities that counselors felt were definitely not important to their job, so one can best surmise that the activities listed on the Opinionnaire represent important aspects of the counselor's role.

The principals' perceptions, as revealed in the Opinionnaire, reveal that the hierarchy of activities is roughly the same for both groups (Table 14). With some slight differences, principals grouped
the same activities together. The same activities show up as the first group, one through four; only one activity is switched out of the group from four through eleven; and one activity is switched between the third group and the last two. So the groupings in Table 14 represent the level of basic agreement between counselors and principals.

Table 14

Hierarchy of Counselor Activities as Perceived by Counselors and Principals

<table>
<thead>
<tr>
<th>Counselors</th>
<th>Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Directing Learning Climate</td>
<td>2. Directing Learning Climate</td>
</tr>
<tr>
<td>5. Instructional Support</td>
<td>5. Instructional Support</td>
</tr>
</tbody>
</table>

Within each group, however, there are some significant disagreements. First is the inversion of perceived importance between group and individual counseling. For the best comparison, the real percentages in Table 13 should be looked at. To a remarkable degree, both groups rate individual counseling identically. But group guidance, item 2, is valued very differently: 13.2% fewer principals than counselors rated group work as "Extremely Important," dropping item 2 to third place in the ranking. In other words, more counselors than principals see group work as being an "Extremely Important" activity.
The next interesting deviation, as revealed in Table 13, is about item 5, consulting with parents about pupil progress. Table 13 shows an inversion of about 20 percentage points between counselors' and principals' ratings of this item. This can perhaps be understood by referring to Tables 10, 11, and 12. Table 10 shows that many more counselors rate this as one of their most valuable activities, Table 11 shows that counselors would like to do more work with parents, and yet Table 12 shows that principals view this as an area of future growth. This calls for further analysis.

First, fewer responses from principals are included in Tables 10 and 11, so one should expect the total figures to be somewhat lower. On Table 11, it is seen that, although there are smaller numbers, work with parents is still rated highest as the area of desired activity. So principals apparently would like to see more consultation with parents, but tend to rate it significantly lower on the scale of relative importance (i.e., Table 13).

The next issue, referral of pupils, is a double deviation. Counselors rank referral outside the school and referral inside the school right together, in eighth and ninth place, respectively. Principals, however, rank internal referrals in sixth place and outside referrals in eleventh place. When the counselors rank the two evenly, principals show a bias toward internal referrals.

Table 13 provides some interesting information. First, the way principals rated item 17, internal referrals: 60.8% said it was "Extremely Important," making it the fourth most often cited item in this category.
But since 9.5% of them said it had "Very Little Importance," it fell to sixth in overall ranking. Of the counselors, 58.2% gave item 17 "Extremely Important" status, which makes it the seventh most often cited item in this column. So, although the rankings show up as nine, the actual percentages are quite similar.

Item 18, external referrals, shows a slightly different picture. The big difference is in the "Very Little Importance" column where principals gave it 9.5% response and counselors gave it only 2.5%. Thus, principals viewed internal and external referrals as being less important, but this is balanced off by principals' simultaneous tendency to give high values to internal referrals.

The counselors' dependence on external referral reappears with item 6, "consultation with community groups about the guidance program." This is a prior condition of external referrals, and counselors rank it seventeenth. Principals on the other hand rank it twenty-fourth, creating the largest disparity over any item. The figures on Table 13 show that this disparity is not that great in real terms, but occurs because principals see other things as being more important. This tends to color the interpretation given some preceding items. In this case principals are making a fairly strong statement. They feel it is more important for the counselor to work within the school, utilizing and manipulating these resources. Counselors feel otherwise—that their job can best be performed when they have established the background systems which support the goals of counseling.
Countering this model is the principals' somewhat greater interest in the importance of standardized testing. Items 9 and 11 show this. Counselors rate them twentieth and twenty-second, respectively, while principals rate them fifteenth and seventeenth. Principals value test results more, or at least see them as solidly established. In either case, they feel that counselors should regard the interpretation of tests with teachers and pupils as an important part of their job. Counselors, however, drop the whole category of testing near the bottom. To the counselor, test scores are less important than substantive consultation about pupil placement (item 13), learning strategies (item 15) and career programs (item 16). The importance of standardized testing has not yet been determined, but the data indicate that guidance counselors give it less importance than principals. The disparity in rating item 20 "use of pupil records," shows a parallel incongruency of values, with counselors rating it last, and principals rating it twenty-second. This finding underscores an area where there is already significant debate and disagreement about the role of the counselor.
Chapter 5

CONCLUSIONS

SUMMARY

In an attempt to discover any perceptual differences between elementary principals and counselors regarding the role of the elementary counselor, information and opinion gathering instruments were developed and mailed to elementary counselors and elementary school principals working with these counselors. The results indicate general perceptual agreement for principals and counselors. That is, the data show that principals and counselors agreed on most topics. However, there was some disagreement registered in the areas of contribution to the educational objectives of the school, the acceptance of counselors by the teaching staff and anticipated changes in the counseling profession. Disagreement also showed up in the rankings of some of the opinions of the counselors and principals.

The writer believes that this study has been successful and useful within its limitations. In many areas it has been more suggestive than conclusive, and has raised a number of issues which are worthy of ongoing professional and academic inquiry. By its nature, it is limited to descriptive conclusions which cannot be explained on the basis of these data alone. The descriptions, therefore, are valid, although the explanations are only tentative. Insofar as the conclusions
describe the perceived role of the counselor they are accurate statements based on the data.

The experience of conducting this investigation was valuable. The overwhelming impression was that there is fresh vital energy among people involved in elementary guidance—energy which seeks to actualize itself and become aware of itself. It appears that all parties are willing and eager to engage in clear, creative discussions of counseling issues, and that most hope to see counseling attain its highest potential on the elementary level. Hopefully, the results of this investigation may contribute to those discussions, and can help those people achieve the ideals which they are trying so hard to reach.

DISCUSSION

In Iowa, elementary guidance counseling is undergoing a period of growth and maturation. Part of this maturation process involves establishing the identity, or role, of the counselor. This role is perceived both from the inside, by the counselor, and from the outside, by others. One of the significant "others" in this case is the principal, who supervises the counselors' functions. The maturation process is based on the recognition and reconciliation of the perceptions of role by both parties.

The fundamental role as perceived by the counselors finds important connections to the theory of developmentalist counseling. This theory begins with the concept of treating every child as a developing, self-actualizing person, who is learning to manipulate and adapt to the environment. The emphasis is on each child as a healthy, learning human being. Every child is viewed positively as an inde-
pendent person, fulfilling individual development. The counselor can best guide the child on this path by controlling the environment, and by framing the foundations of personal interaction. The counselor is not "crisis-oriented," or a lay therapist, but rather deals with crises and stubborn problems by referring the child to specialists in the appropriate field. Similarly, development of good learning climates takes the counselor outside the boundaries of the school, into the home and the community. The climate should enhance and encourage the child's ability to solve problems and to gain insight into his/her behavior. Thus, development is a complementary process to education, as both bring the child to an awareness of the world, of self, and of his/her relation to the environment. This reflects the developmentalist concept that the student should be taught to interact meaningfully with his or her environment.

Apparently, most counselors and principals agree with this model, in some form. Counselors tend to have an eagerness to grow into this theoretical role, and to abandon the remaining vestiges of the traditional and neo-traditional models. They wish to attain a more intimate relation with the child's development, even at the cost of formal, structural demands. Their loyalty is probably closer to the children and to their professional goals, than it is to the educational institutions which support them.

Principals have apparently made a more conservative compromise between the developmental theory and the institutional requirements. They are slightly closer to the older models of counseling, and are slightly more loyal to the forms and functions which are already
established. Their sentiments closely parallel those of the counselor's, but their perspective lags slightly behind the counselors' perspective.

Apparently, there are three factors which cause this lag. One may be referred to as occupational myopia, which means simply that reality is perceived according to the occupational perspective of the perceiver. The idea that perspective depends on your point of view is familiar to most people, and many differences are acceptable on this account. Principals have a different point of view than counselors have, and they can only experience the counselor's job second hand. Naturally, the converse is true, and counselors must also learn to accept the perspective of the principal.

The second factor, which is related to the first, is that principals may be more cautious in adopting the new programs advocated by counselors. Perhaps age is a factor in this, because principals generally have had more experience with the more traditional forms of counseling. Thus, some principals may be unwilling to part with such things as individual counseling, internal consultations, or standardized testing, which have played such an important part in the role of the counselor in the past.

The other factor which seems to account for incongruity between perceptions is the extent and quality of communication between principals and counselors. Counselors claim that one of their biggest stumbling blocks with the principal is difficulty with open communication. Counselors may not have had an opportunity to bring the principal up to date on their actual performance, or to demonstrate the importance
of certain activities to the overall function of their job. Conversely, principals may not have successfully communicated their own perceptions, and thus counselors have shaped their role without this critical input.

Counselors and principals have one perspective in common: both have the somewhat unique chance to look at all children in all grades. Both survey the environment of the whole school and follow each child through each grade.

It is significant that most principals rate their counselors as extremely effective, and that most counselors rate their relations with the principals as very good. This provides a foundation of mutual respect. Also, it is clear that both groups share fundamental perceptions and values about what the counselor is doing, and what direction he/she should be moving in. By and large, principals support the expansion of the developmentalist perspective. Given this basis, it should be fairly easy to initiate discussion and debate about the relatively minor areas of disagreement.

The most significant areas of disagreement as shown by this study are: the involvement of the outside community, the relative importance of testing programs, and the responsibility of the counselor to deal with individual problems. Although these are all minor considerations relative to the overall function of the counselor, it is worth noting that principals and counselors align over theoretical developmental lines in each case. Principals are slightly pro-testing, anti-community, and for direct counselor responsibility. Counselors are slightly more anti-testing, pro-community, and for delegation of
responsibility. The differences are not great, and nobody seems polarized about them, but clearly they revolve around an idea of the degree to which the developmental view is to be actualized. This provides a clear focus for future discussion.

Interestingly, more counselors than principals see group work as being "Extremely Important." There is, however, no indication of the reasons for this difference, but previous data afford some hints. Tables 10, 11 and 12 show agreement on the value of the counseling. They also show a tendency of principals to accept the emerging developmentalist strategies. These findings would suggest that principals do, indeed, recognize the importance of group guidance. Table A, however, shows that there is some problem with communication between counselors and principals. Possibly principals are not fully aware of the degree to which group guidance has already become an inherent part of the counselor's role. Principals, therefore, are willing to rate group guidance as somewhat less important.

Most counselors spend more time dealing with the normal group environment, instead of the unique one-to-one situation once so common in individual counseling. They see group guidance not so therapeutic or corrective, but rather as a positive development of insight within the usual social setting.

Another possibility is that some principals may object to all the emphasis on group guidance. Some may even feel that counselors should not be spending their time in this way. Whether this be the case or not, there is sufficient incongruity between the counselor's
perception and the principal's perception regarding the question of group guidance.

Another area where data show important incongruities involves referrals. Here one finds differences between groups and within groups. In other words, the role of the counselor with regard to referrals is still up in the air. While over 90% of both groups feel that both internal and external referrals are at least "Important," there seem to be significant differences of opinion as to exactly how important each one is. Internal referrals are apparently more important to both groups than external referrals. Counselors, however, seem to be adamant about the importance of outside referrals. Again, these data do not explain why this is so, nor do they measure how much external referral is actually taking place. But the suggestion is that counselors are more closely in touch with the practical implications of the developmentalist theory, which limits the role of the counselor as a social worker or therapist. Taking the place of actual therapy is the activity of referring children to the external support systems which specialize in providing the services which the counselor would recommend. The counselor may be particularly aware of the need for external referral since only 2.5% say it is of "Very Little Importance." Principals, on the other hand, may have a more detached perspective, and view internal and external referrals on parity, relative to the "Very Little Importance" category. Lacking personal involvement, they are not as defensive about the issue. Clearly, the data do not prove this conjecture, but it is consistent with the trends apparent in other cases. Again, it should be pointed out that the differences of opinion
are not monumental. While there is open disagreement, this could give way to meaningful debate; with these channels of communication open, debate could result in greater agreement. Realistically, agreement is not always possible or even desirable. The hope of this investigation is that principals and counselors will recognize and deal with their differences and come to greater mutual understanding.

Future discussion, of course, is the most important recommendation that this study can make. Discussions on a theoretical level, on a work-oriented level, and on a policy level are all essential for the continued healthy growth of the elementary guidance program. Most importantly, counselors and principals should sit down and share a discussion about the long-range plans for the counseling program in their own school. This should supplement, but not replace, on-going discussion of short-term projects, activities, and progress. But it is important for both people that these short-range goals have their meaning in the context of a shared perception of the future.

A second recommendation is for further research along the same lines as this study. An evaluative survey, or a prescriptive model, ought to be drawn up for those communities which are currently initiating counseling programs in their elementary schools, or who are evaluating the effectiveness of existing programs. A model which is based on the successful experiences of other programs would be extremely useful to people who are trying to iron out their wrinkles. It is difficult to learn from the experience of others unless there is a way to share that experience. Counseling in Iowa has
reached a high enough level of success that this success ought to be analyzed and reproduced throughout the State.

More investigation can also be done to complete this initial description of role perceptions. A longitudinal sampling, repeating the same investigation over time, would trace the actual development of perceptions, and give definite answers to some of the questions this study has raised. For instance, the writer has spoken of tendencies and dispositions toward change, which operate in many directions and dimensions. The actual course of this change is a significant element in the accurate description of role perceptions.

It would also be interesting to find out about school systems which have no counselor program. Perhaps those principals would have a different impression of the role of the counselor. This would complement data about systems which have successful counseling programs, and perhaps create a portrait of the successful counseling environment.
BIBLIOGRAPHY


Elementary School Guidance and Counseling, IV (May, 1970).


INFORMATION SHEET--COUNSELOR

1. Sex: M ____ F ____
2. Your Age: ___ 20-24 ___ 25-29
    ___ 30-34 ___ 35-39
    ___ 40-44 ___ 45-49
    ___ Over 49

3. How much have you contributed to the achievement of your school's overall educational objectives?
   A great deal ___; Some ___; Very little ___.

4. With what individuals do you feel you should spend most of your time and can be most effective? (Rank 1-5, 1 = Most time, 5 = Least time)
   Parents ___; Teachers ___; Pupils ___; Administrators ___;
   Specialized Personnel ___.

5. How can the elementary counselor best serve his/her school(s)?
   Full time ___; Half time ___; County consultant ___.

6. How well do you feel you are accepted by the teaching staff(s) in the school(s) you serve?
   Very well ___; "So-So" ___; Not well ___.

7. On what basis were you selected for your position as elementary counselor?
   Elementary teaching experience ___; Counseling experience ___;
   Credentials ___; Other ___. If other, what? ____________________________.

8. Does an elementary counselor need elementary teaching experience prior to being a counselor? Yes ___ No ___

9. Which of the following was/were most instrumental in initiating the elementary guidance program in your school?
   School board ___; Parents ___; Elementary principal(s) ___;
   Teachers ___; Superintendent ___; College or university personnel ___;
   County personnel ___; State department personnel ___;
   Other ___. If other, who? ____________________________.

10. What activities do you perform which you feel are of most value? List in order of importance as you perceive the situation.
   (List by (a), (b), (c), etc.)
   __________________________________________________________
   __________________________________________________________
11. What additional activities do you feel you should be performing? (List by (a), (b), (c), etc.)

12. What do you consider to be the most fundamental or significant changes which will emerge for the elementary counselor within the next five (5) years? (Please use back of sheet and be as specific as possible.)

13. In what ways could your principal assist you to make your elementary guidance program more successful? Please be specific.
INFORMATION SHEET--PRINCIPAL

1. Sec: M ____ F ____

2. Your Age: ____ 20-24 ____ 25-29
   ____ 30-34 ____ 35-39
   ____ 40-44 ____ 45-49
   ____ Over 49

3. How much has your counselor contributed to the achievement of your school's overall educational objectives?
   A great deal ____; Some ____; Very little ____.

4. With what individuals do you feel the elementary counselor should spend most of his/her time and can be most effective? (Rank 1-5; 1 = Most time, 5 = Least time)
   Parents ____ Teachers ____ Pupils ____ Administration ____
   Specialized Personnel ____

5. How can an elementary counselor serve your school best?
   Full time ____ Half time ____ County consultant ____

6. How well do you feel your counselor is accepted by your teaching staff?
   Very well ____; "So-So" ____; Not well ____.

7. On what basis was your present counselor selected?
   Counseling experience ____; Elementary teaching experience ____;
   Credentials ____; Other ____. If other, what? __________________

8. Is it essential that an elementary counselor have had elementary teaching experience prior to becoming a counselor? Yes ____ No ____

9. Which of the following was/were most instrumental in initiating the elementary guidance program in your school?
   School board ____; Parents ____; Elementary principals(s) ____;
   Teachers ____; Superintendent ____; College or university personnel ____; County personnel ____; State department personnel ____; Other ____. If other, who? __________________

10. What are the most valuable activities your elementary counselor performs? List in order of importance in your particular school.
    (list by (a), (b), (c), etc.) ____________________________
    ____________________________
11. What additional activities would you like to have your counselor perform? (List by (a), (b), (c), etc.)

12. What do you consider to be the most fundamental or significant changes which will emerge for the elementary counselor within the next five (5) years? (Please use back of sheet and be as specific as possible.)

13. How do you supervise your counselor? Please be specific
OPINIONNAIRE

The Role of the Elementary School Counselor

Directions: For each of the following 26 activities please check the box which most nearly indicates to you its importance as an activity of the elementary school counselor. The counselor may not engage in all of them but yet they are extremely important, important, very little importance.

1 = Extremely Important;  2 = Important;  3 = Very Little Importance

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<tr>
<th></th>
<th>Extremely Important</th>
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<th>Very Little Importance</th>
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<tr>
<td>Counseling</td>
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<tr>
<td>1. With individual pupils</td>
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<td>2. With <strong>groups</strong> of pupils</td>
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<tr>
<td>Consulting</td>
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<tr>
<td>3. With <strong>staff</strong> concerning classroom guidance techniques and procedures</td>
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<td>4. With principal to assess academic needs and programs of the school</td>
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<td>5. With parents--individually and in groups--concerning pupil progress and development</td>
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<td>6. With community groups regarding the elementary guidance program</td>
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<td>7. With pupils regarding the elementary guidance services available to them</td>
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<td>8. With curriculum committees</td>
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<td>9. With classroom teachers concerning interpretation of test and other evaluative data concerning pupils</td>
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<td>10. With parents concerning interpretation of test and other evaluative data (&quot;grades,&quot; etc.)</td>
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<td>11. With pupils concerning interpretation of test and other evaluative data</td>
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<td>12. With staff on selection and utilization of standardized tests</td>
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<td>15. With staff concerning individualization of pupil learning programs</td>
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<td>16. With the classroom teacher on career education activities and developments</td>
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<td>Coordination</td>
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<td>Very Little Importance</td>
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<td>17. Referral of pupils to services provided by the school (learning disabilities, school psychologist, speech, etc.)</td>
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<td>18. Pupil and parent referrals to community agencies</td>
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<td>19. Effective use of guidance materials in the school (In-Side-Out, Bread and Butterflies, Cover to Cover, etc.)</td>
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<td>20. Compilation and use of pupil records</td>
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<td>21. Guidance activities and materials for pupils in the classroom</td>
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<td>22. &quot;Staffings&quot; of school personnel, family and community agencies concerning individual pupils</td>
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<td>23. Articulation of a developmental Kindergarten through twelfth grade guidance program</td>
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<td>25. Effectiveness of total guidance program</td>
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<tr>
<td>26. Effectiveness of counseling efforts with individual and small groups of pupils</td>
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November 11, 1975

Dear Counselor:

I know that your time is very much in demand but your help is needed with an investigation to determine more about how elementary school counselors perceive their role. Role perception is a concern of the Counseling and Personnel Services Department at Drake University and the Iowa Department of Public Instruction.

In order that your replies may be tallied as part of the investigation, it will be very much appreciated if you will take a few minutes now to mark each item of the attached opinionnaire and information sheet.

The number of elementary school counselors in our state is relatively small; therefore, your responses are very important.

For your convenience, there is a self-addressed, stamped envelope for returning the forms. A prompt reply will help the progress of this investigation.

Thank you for your valuable time.

Sincerely,

(Miss) Kay L. Shever
Dear Principal:

I know that your time is very much in demand but your help is needed with an investigation to determine more about how elementary school principals perceive the elementary counselor's role. It is felt that the viewpoints of school administrators need to be taken into consideration as we look at the role of elementary counselors. Role perception is a concern of the Counseling and Personnel Services Department at Drake University and the Iowa Department of Public Instruction.

In order that your replies may be tallied as part of the investigation, it will be very much appreciated if you will take a few minutes now to mark each item of the attached opinionnaire and information sheet.

This investigation is being done with only the elementary principals who work with an elementary counselor. The number of elementary school counselors in our state is relatively small; therefore, your responses are very important.

For your convenience, there is a self-addressed, stamped envelope for returning the forms. A prompt reply will help the progress of this investigation.

Thank you for your valuable time.

Sincerely,

(Miss) Kay L. Shever
November 22, 1975

Dear Counselor:

Several weeks ago you received an opinionnaire and information sheet representing perceptions of the elementary counselor's role.

To make the treatment of the data meaningful as part of the investigation, a high percentage of mailed forms must be returned. Yours is important.

If you have completed the opinionnaire and information sheet and returned it, please disregard this letter. Your response is greatly appreciated.

Thank you kindly for your cooperation and time during a busy day.

Sincerely yours,

(Miss) Kay L. Shever
Dear Principal:

Several weeks ago you received an opinionnaire and information sheet representing perceptions of the elementary counselor’s role.

To make the treatment of the data meaningful as part of the investigation, a high percentage of mailed forms must be returned. Yours is important.

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Thank you kindly for your cooperation and time during a busy day.

Sincerely yours,

(Miss) Kay L. Shever
APPENDIX B
ELEMENTARY COUNSELORS' WEEKLY LOG

Note: The purpose of this log is to help the University of Maine Counselor Education staff in their continual evaluation of the elementary guidance curriculum. At this time insufficient research has been conducted to determine the exact role of the elementary school counselor. Therefore, this log will help us determine if more time should be allotted for one type of activity over another in the program of future candidates for certification as elementary school counselors. Your most conscientious completion of this form each day is requested. Use the code and place a number beside the name in the proper day. Indicate in brackets the grade level beside the specific activity. For example a 1(4) would indicate individual counseling was conducted with a fourth grade student while 15(3) would indicate the time was spent interpreting tests to third grade teachers.

Week of ____________________ 1969

<table>
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<tr>
<th>Time</th>
<th>Monday</th>
<th>Tuesday</th>
<th>Wednesday</th>
<th>Thursday</th>
<th>Friday</th>
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Activity Code for Elementary School Counselors

Use the number accompanying the following list of activities and place on the attached Weekly Log. Where an activity is performed but not listed, place it in the proper category and record that number. If two categories apply, use the more appropriate one.

Counseling
1. Individual student
2. A group of parents
3. Individual parents
4. A group of students
5.
6.
7.

---

Consultation
8. Faculty conference
9. Parent conference
10. Special personnel within school
11. Group meeting with parents
12. Group meetings with students
13. Special personnel outside school
14. Interpreting guidance program to other than school community
15. Interpreting test data to teachers
16. Pre-school conference with parents
17. Meeting with curriculum committee
18. Weekly meeting with principal
19. Committee to design and maintain student records
20. Special programs for the handicapped
21. Testing:
   a. Selection and appraisal of tests
   b. Planning testing program
22. Assist in developing classroom and school-wide tests
23. Advise on assignment of students to classes
24. Assist teachers to conduct sociometric studies
25. Plan with staff members in conducting action research
26. Work with staff to identify potential dropouts
27. Plan with staff in organizing the activities program
28. Administer individual intelligence tests
29.
30.
31.

Coordination
32. Initiate outside referrals
33. Refer students to teachers for help
34. Orientation to new educational level
35. In-service guidance program
36. Community interest groups
37. Orientation of new students
38. Group testing program
39. Public information about guidance program
40. Clinical resources provided by the school
41. Information about child from other resources
42. Materials useful to teacher to help students develop better self-concepts
43. Guidance team
44. In-service ed. (related to guidance)
45. Conduct case conferences
46.
47.
48.
Research and Evaluation
49. Observation and identification of student needs
50. Identification of problems
51. Evaluation of personal records
52. Reports on needs of service to teachers and/or administrators
53. Compile data relating to ability and achievement of individual students in comparison with national and/or local norms
54. Conduct on-going evaluation of guidance service
55. Interests of children
56. Provide nonstandardized appraisal procedures
57.
58.
59.
60.
The Unique Role of the Elementary School Counselor

I. The elementary school counselor's primary functions:

A. Counseling individual students
   1. The counselor at the elementary level seeks to facilitate the child's transition from home to school, the success of which may well determine the child's attitude toward himself and his chances for positive growth in the school setting.
   2. With this in mind, the elementary counselor makes himself available for conferences in which the student is free to express his own attitudes about himself, his school experience, his interests, abilities, shortcomings, achievements, goals, etc. In this way and in an atmosphere characterized by warmth and acceptance, the counselor attempts to foster the student's self-understanding and self-reliance.

B. Counseling groups of students
   In small group sessions of four or five students, or in classroom groups, the elementary counselor offers the individual student an opportunity to gain greater self-understanding and confidence through interaction with his peers. Much of the time would be spent on the developmental aspects of growing up.

C. Consulting with teachers, other school staff members, and parents.
   The elementary counselor works to promote a cooperative effort between all persons involved in helping the child meet his individual needs. Toward this end the counselor also serves as a referral agent to resources beyond the school and family.

D. Professional evaluation
   The counselor continuously evaluates his effectiveness within the counseling relationship and his effectiveness with regard to the program as a whole--his services as a consultant, coordinator, and referral agent. The evaluation will include all stakeholders in the program to answer questions of effectiveness; to find causes for areas of concern; to identify individuals and groups not presently being served; to provide data to make for systems change within the educational community.

II. Consultant in other areas

   A. Curriculum development
   B. Testing program
   C. Grouping and placement
   D. Pupil evaluation
E. Screening: Pre-school, learning disabilities, special classes
F. Pupil data collecting
G. Horizontal and vertical articulation of guidance program and pupil data
H. Informational and dissemination service
I. Impact of instructional program on the pupils
J. Local school and community committees: drug education, family living, parent groups
K. Counselors may also offer in-service training to other members of the educational team
L. The counselor will often serve on curriculum planning committees, bringing his knowledge of growth and development and learning theory
M. Counselor also serves in important consultive and/or coordinator role in career education

III. Interpreting the functions of the counselor to students, teachers, parents, and the general public:
Unless these groups possess a clear understanding of the elementary counselor's functions and the undergirding rationale, his effectiveness will be seriously impeded. Thus, it is the responsibility of the elementary counselor to make an initial and continuing effort to promote these understandings.¹

¹Roger Deschenes and Jackie Lamb, "The Unique Role of the Elementary School Counselor," Elementary School Guidance and Counseling, VIII (March, 1974), 221-223.