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as twofold. First, it will allow for the planning of educational
experiences in disparate school settings, and secondly, it will
permit a program assessment which is related to pupil needs. Other
topics such as implications for counselors in the elementary school
are discussed. (Author/KJ)

A Statewide Needs Assessment: Implications for
Elementary School Guidance Services

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ABSTRACT

A Statewide Needs Assessment: Implications for Elementary School Guidance Services

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A research model was presented which identifies and classifies certain cognitive and affective behaviors of children in elementary school classrooms. The described three-dimensional scheme dealing with content, development and product suggested role relationships for various support personnel who assist the classroom teacher. The rationale for the content and development areas was supported by the cross-classification of behavioral objectives which defined the attitudes and values of pupils in sets of observable behaviors.

These observable pupil behaviors, when related to teacher behaviors, described the learning process (social, personal and cognitive). This mutual interdependence of the various participants in classroom interactions revealed certain guidelines for the functions of curriculum supervisors, social workers/visiting teachers, and counselors.

Inasmuch as the research model focuses on observable pupil behaviors its merit was accounted as twofold. First, it will allow for the planning of educational experiences in disparate school settings and secondly, it will permit a program assessment which is related to pupil needs.

The composition of the pupil personnel teams in elementary schools is known to vary but the counselor, in providing services for the school, generally cooperates with other specialists. Two of these cooperating specialists, a curriculum supervisor and a visiting teacher, discussed the implications of their team membership roles. In addition, implications for counselors in the elementary school were discussed in terms of: (1) the research model; (2) the curriculum specialist; and (3) the visiting teacher.

I.   INTRODUCTION

In August, 1969, the Bureau of Educational Research, University of Virginia, in collaboration with the Virginia State Department of Education, initiated an educational needs assessment for the state. This project utilizes a research strategy moving from goals to evidences of programmatic effort, to evidences of programmatic outcomes. This presentation is limited to those features of the needs assessment which impinge directly on the learner in the elementary school environment. An overview of the systems design as it relates to the individual learner is summarized below.

1. Philosophy and objectives of public education in Virginia

The general goals and aspirations of Virginia public education were obtained from four major sources:

a. Authoritative policies formulated by individuals and official structures in Virginia having authority and responsibility for the allocation of public resources to schools and/or the management of school programs.

b. Recommendations made by those officially designated to serve as reviewers, advisors, evaluators, and consultants in Virginia's educational programs.

c. Perceptions of administrators, supervisors, teachers, students, and lay groups concerning the educational enterprise in Virginia.

d. Objectives recommended by professional associations or professional literature, federal policy and documented experiences of other state and local educational agencies.

These goals were translated into two general categories of system objectives:

a. learner-oriented: a survey of above sources suggested two areas to be of primary importance, namely, cognitive and affective behaviors.

b. supportive-facilitative: covers the areas of personnel, instructional resources, organization of school-based activity, supporting school services, school facilities, division organization and relationships with State Department.

This discussion is concerned with the supportive-facilitative category only as it supports the learner in the classroom.

2. Performance requirements (evidences of programmatic outcomes)

The goals of the system were specified in such a way as to ensure a clear conception of the educational objective. The definition of those educational goals which focus directly on the child (learner-oriented objectives) was accomplished by stating behavioral objectives in the cognitive and affective domains. Two features of a statement of observable behaviors which support the research strategy of the statewide needs assessment are: (1) definition and clarification of educational objectives; and (2) translation of general goals of society into evidences of learner-oriented programmatic outcomes.

3. Capabilities

The behavioral objectives suggested certain specifications or capabilities (evidences of programmatic effort) of the system, namely, classroom climate, instructional and support services, and perceptions of lay and professional groups.

4. Evaluation

The discrepancy between assessed performance and the criterion behaviors defined a measure of educational need with reference to specific learner outcomes.

The features of the needs assessment which focus on the learner are described by the model in the following section.

II. THE MODEL

In an effort to explain the behavior of the individual as an individual and as a member of a social group, the model presented below is theoretically eclectic. It utilizes the concepts of economics, sociology, anthropology, social psychology as well as psychology. Such a multidisciplinary approach seemed inherent in the purpose of the model which was to provide a rationale for the identification of behaviors in the affective domain and to incorporate them into the analysis of cognitive behaviors.

Fundamental to the development of the model* was the relationship between the self system and the social system as inputs to the learning environment. The school as a social system provides the setting within which the self system of the individual learner is modified and expressed in three output areas:

    I.   Self Perceptions

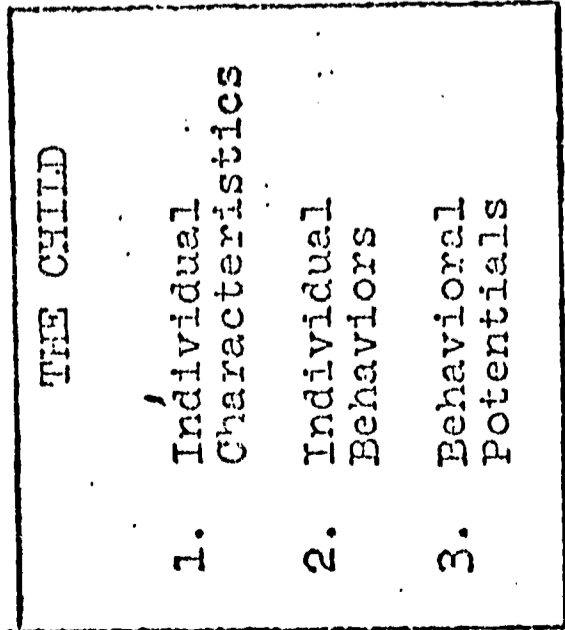   II. Verbally Expressed Behaviors

    III. Manifest Behaviors

Behavioral objectives defined the outputs in each of the three areas.

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*The model is general and is being refined and limited to the purposes of the needs assessment.
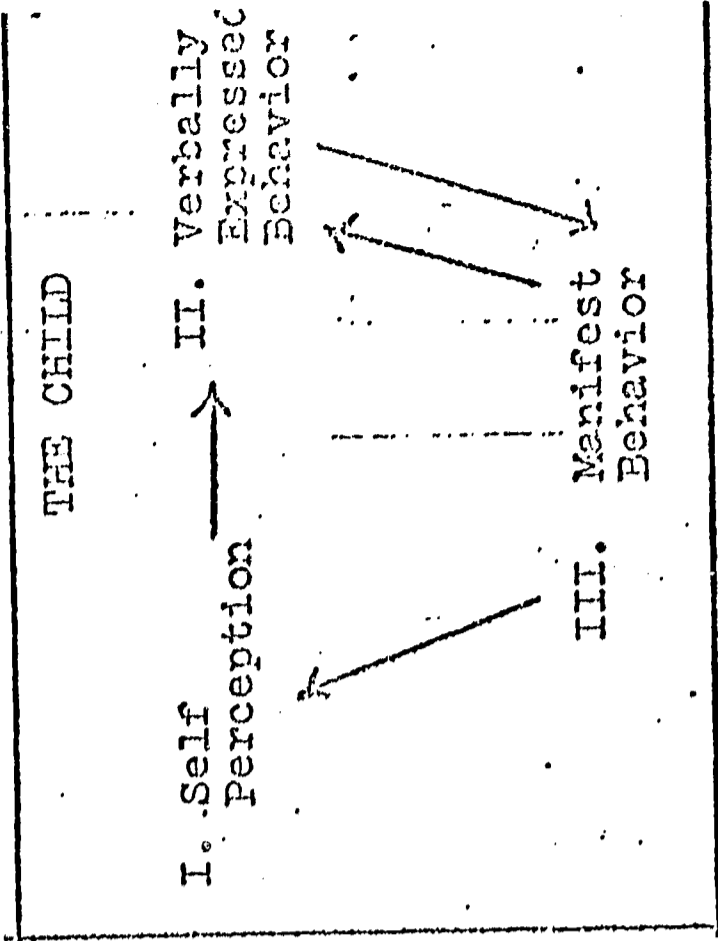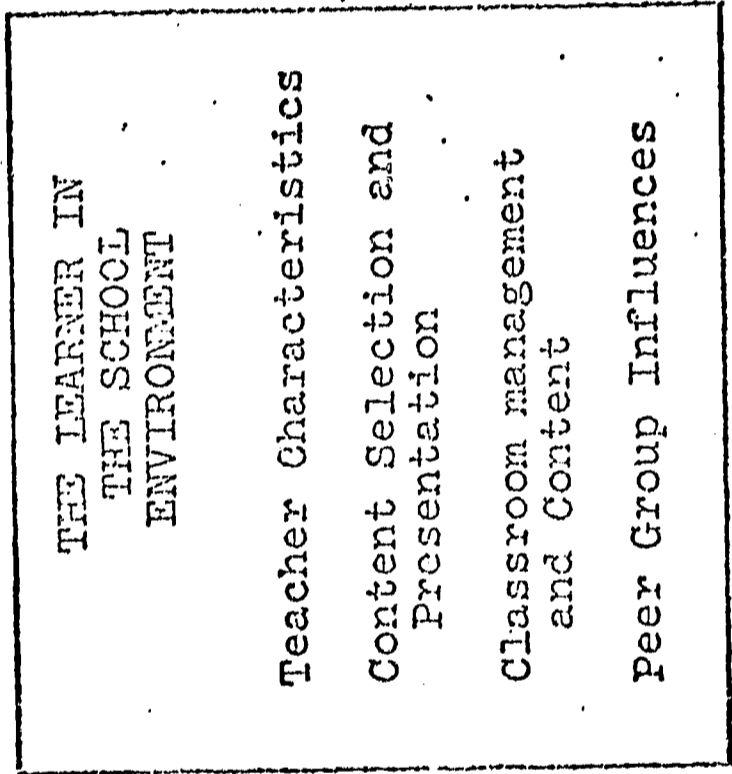
OUTPUTS IN COGNITIVE
AND AFFECTIVE DOMAINS

THE CHILD

II. Verbally
Expressed
Behavior

I. Self
Perception

III. Manifest
Behavior

MAJOR SYSTEM

THE LEARNER IN
THE SCHOOL
ENVIRONMENT

Teacher Characteristics

Content Selection and
Presentation

Classroom management
and Content

Peer Group Influences

INPUTS

I. Self System

THE CHILD

1. Individual
   Characteristics

2. Individual
   Behaviors

3. Behavioral
   Potentials

II. Social System

SOCIETY

Physical
Cultural
Social
Economic

Figure I

MAJOR SYSTEM

OUTPUTS

(in Affective and Cognitive Domains)

THE CHILD

I. Self Perceptions

II. Verbally Expressed Behaviors

III. Manifest Behaviors

INPUTS

(from Antecedent Systems)

The Learner in the School Environment

Interacting influences within the major system include teacher characteristics, content selection, peer group influences, etc.

I. SELF SYSTEM

THE CHILD

Individual Characteristics: (i.e., age, sex, race, inherited and experiential backgrounds, physical attributes)

Behavioral Potentials: (areas of perceiving, feeling, acting)

Individual Behaviors: (affective and cognitive domains -- self perceptions, verbally expressed behaviors, manifest behaviors)

II. SOCIAL SYSTEMS

SOCIETY

General Environmental Factors: Physical, Cultural, Social, Economic

Professional Values, Goals, Perceptions

Citizen Values, Goals, Perceptions

Authoritative Policies, Standards and Resources

Allocation Decisions: (learning, facilitative)

State and Local Context: Mix of environmental factors, values, perceptions and authoritative actions, characteristic of the state and locality.

Figure II

The following discussion is concerned with defining the terms in the model. The terms employed in the two inputs to the Major System, namely The Self System and The Social System, will be dealt with first. The terms associated with the three Outputs of the Major System, namely, Self Perceptions, Verbally Expressed Behaviors, and Manifest Behaviors are then discussed. Finally, relationships to the Major System to the Outputs are discussed.

Inputs

I. The Self System - The Child

1. Individual Characteristics include age, race, sex, inherited and experiential backgrounds, physical attributes.

2. Individual Behaviors are defined as those self perceptions, verbally expressed behaviors, and manifest behaviors of the child when he enters the system.

3. Behavioral potentials are characteristics made possible by genetic inheritance, modified by the physical and sociocultural environment. Psychologically and sociologically based potentials include: (1) perceiving, learning, desire to know and understand; (2) feelings, love, belonging and approval; (3) striving, acting, independence, esteem, and self actualization; (4) food, clothing, shelter.

II. The Social System - Society

Societal inputs are defined by four general environmental factors: physical, cultural, social, and economic. Professional and lay values, goals, perceptions, authoritative policies and actions at the national, state, and local levels are derivatives of these four factors.

Outputs

Three classifications of behavioral objectives comprise the outputs of the Major System, which is represented as The Learner in the School Environment. The three outputs (Self Perceptions, Verbally Expressed Behaviors, and Manifest Behaviors) are discussed below.

I. Self Perceptions

For the purposes of this discussion, a definition of self perceptions is a formulation which includes propositions suggested by Rogers (1951), Jersild (1952), and Mead (1956). Self perception is conceived to be a function of the child's self-awareness or a composite of his thoughts and feelings regarding who and what he is (Jersild, 1952) which is derived from his perceptions of himself in relation to others in particular and to his environment in general (Rogers, 1951). Further, the child's self concept is held to be formed by both direct and indirect social experiences (Mead, 1956).

The social experiences of an elementary school child can occur directly as a result of his interaction with his family, his peers, or with representatives of the school. His indirect social experiences are provided by the cultural values of, and the status distinctions made in, the child's immediate social milieu and/or society at large. However less direct these types of social experiences, they are no less influential in helping to form the child's perceptions of his personal worth and adequacy.

Given the goodness of the above concepts and their possible relationships an argument is made for the individual as functioning in a social matrix. Our perceptions of the perceptions of others

toward us provide the basic data from which we form a concept of ourselves. Further, this argument holds that some of our perceptions can be weighted more heavily than others. We assign greater weight to our perceptions of the behavior of "significant" others toward us than we assign to the responses of those who are less important to us (Brown, 1966). This is to say that Mead's (1956) "self to object" relies more heavily on the "significant" others in his life as continuing sources of information as he formulates his self perception.

Thus, the elementary school child creates his perceptions of his personal worth directly, from interacting with his (1) family, (2) peers, and (3) school, and indirectly, from the (1) cultural values and (2) status distinctions sanctioned by society at large. Further, the relative impact of these direct and indirect social experiences is dependent upon the child's perceived significance of "others" and/or "values."

How the child perceives the attitudes others direct toward him or how relevant the prevailing attitudes and values of his social environment become is seen as a function of distortion and selectivity. In turn, it is the individual child's needs, motivation, and past experiences which influence his receptivity to incoming communications. It is in this connection that the relationship between self perception and learning is explored. Behaviors in the area of self perceptions are classified as follows: .

    A.   Worth (inferiority and self disparagement vs. confidence and self acceptance)

        1.   Physical Self

            a.   as perceived by self

            b.   as self perceives the attitudes of significant others

2. Personal Self

    a. as perceived by self

    b. as self perceives the attitudes of significant others

B. Competence (insecurity vs. self confidence)

    1. Self to Task - perceptions of one's adequacy in school and related tasks

    2. Self to Others - perceptions of adequacy in relations to peers, teachers, family

Feelings of personal worth and competence are defined as a measure of self esteem.

II. Verbally Expressed Behaviors

A second dimension of the behavioral Outputs is termed Verbally Expressed Behavior and is conceived to include two categories; (A) cognitive, and (B) affective.

A. Cognitive Domain

This category was derived from a survey of internal authoritative policy, internal and external non-authoritative recommendations, state curriculum guides, and national curricula. The cognitive domain was classified into two areas: (1) subject matter areas common to the experiences of the general student population (mathematics, science, reading and language arts, social studies) and, (2) specialized cognitive experiences including the areas of health and physical education, vocational education, special education, early childhood, art and music, etc. The subject matter areas fall into the following three general classifications:

    1. Knowledge of health and body

    2. Knowledge and understandings which provide the basis for citizenship, vocational effectiveness, efficiency of human relationships

3. Fundamental skills of communication

B. Affective Domain

This behavioral dimension has also been represented as an individual's belief system. In describing a belief system Rokeach defined it as "some organized or psychological but not necessarily logical form" which includes "each and every one of a person's countless beliefs about physical and social reality" (Rokeach, 1969, p. 2).

Beliefs are organized on a continuum that ranges from Primitive Beliefs, or basic truths learned by direct encounter, to Inconsequential Beliefs, which are arbitrary matters of taste. In between lie Authority Beliefs, or those informations acquired from authority figures, and Derived Beliefs, which are those assumed from an authority figure with whom an individual identifies (Rokeach, 1969).

Regarding attitudes, Rokeach held that they are a relatively enduring organization of beliefs which surround an object or situation and predispose the individual toward some preferential response (cognitive or affective). When a belief becomes generalized to some end-state of existence which is worth or not worth attaining, it is held to be a value. Values, then, are abstract ideals which can be either negative or positive, and not associated with any specific object or situation. They are, rather, determiners of the ideal mode (Rokeach, 1969).

As the products of society, values serve at least three functions. They support the productivity, survival, and the perpetuation of a social system. Sanctions, both negative and positive, are utilized by a social system so that its members will learn its values and identify with them. Deviants are punished and conformers are rewarded.

It is this system of negative and positive sanctions which forms the personality of a given culture (Henry, 1963).

The school, as an agent of society, is one institution responsible for the transmission of values. The teacher, as an agent of the institution, employs various negative and positive sanctions in the classroom to encourage the adoption of certain values approved by the social system (Henry, 1969). An outline of attitudes and values Verbally Expressed in the Affective Domain is as follows:

Attitudes

A. Self to Others: Examples

  1. Interpersonal relations with peers, teachers, family

  2. Community and societal relations in the formation of citizenship and democratic ideals

B. Self to Task: Examples

  1. School, education, and learning

  2. Vocational

Values

A. Self to Others: Examples

  1. Ambition, truth, honesty, equality

  2. cooperation, democracy, freedom, happiness

B. Self to Task: Examples

  1. success, economy, perseverance

  2. dependable, prompt, independent

III. Manifest Behaviors

The value system of an individual is derived from his interactions with the social system. However, the devices an individual utilizes to reduce the discrepancy between his own social conditions

and socially acceptable behavior is a function of his own personality structure.

It is an individual's unique personality, or the manner in which unobservable motivational determinants are organized, that precipitates the resultant manifest behavior. Thus, manifest behavior can be influenced by: (1) an internalized belief, (2) an external reward and punishment system, or (3) an ego defense. It is more likely that all three determinants combine to create the manifest behavior. Thus, the complexities of deriving precise explanations of behavior antecedents preclude any treatment of manifest behavior except as it can be explained within the context of the social environment.

Manifest behaviors in the classroom have been classified on two dimensions: (1) Level of Involvement - Low vs. High; and (2) Type of Involvement - Conforming vs. Non-Conforming. Conforming behaviors are identified as acceptable group oriented behaviors and Non-Conforming behaviors are those in which the self is primary. Figure III gives observable behaviors in each of the four categories.

III. RELATIONSHIPS BETWEEN THREE OUTPUT AREAS

It has been found that children with self perceptions of low self worth are more anxious, more defensive, less well adjusted to school (Horowitz, 1939) and that they have learned these perceptions from others (Institute of Developmental Studies, 1965). In particular, kindergarten children from culturally disadvantaged environments were found to perceive themselves negatively, and to perceive others as perceiving them negatively. In addition, these childrens' feelings of self worth and of being liked by their teachers actually decreased when they entered the first grade (Combs and Soper, 1963).

LEVEL OF INVOLVEMENT

|	Low	High
Non-Conforming	1. Listless 2. Stares out window 3. Enters into activities half-heartedly	1. Rude to one another and/or teacher 2. Interrupting 3. Demanding attention
Conforming	1. Watches the teacher attentively 2. Works quietly at assigned task 3. Accepts criticism	1. Anxious to recite and participate 2. Responds eagerly 3. Prompt and ready to take part in activities

TYPE OF INVOLVEMENT

The relationship between self perception and learning is reflected in the repeated recommendations that teachers encourage children toward a higher sense of self worth. Such recommendations carry the additional implication that self perception can, in fact, be modified. Brookover, et. al. (1962) have provided data to support such a thesis. A direct relationship between self perception and learning was demonstrated when they found that not only could a child's self perception be modified but that when modified, the child's academic achievement was correspondingly modified.

As pointed out earlier, precise explanations of behavior antecedents are formidable if not impossible tasks. Various unobservable motivational determinants are not regarded as operating in isolation from one another. Rather, they serve to emphasize the relationship between self perceptions of worth and competence, as well as the acquisition of attitudes and values, as they combine to produce manifest behavior.

In an effort to measure how an individual acts in interpersonal situations, Schutz (1966) has described the fundamental dimensions as Inclusion, Control, and Affection. This construct has been utilized to relate Self Perceptions and Verbally Expressed Behaviors (Self to Others) to the classification, Manifest Behaviors. (Figure IV)

For example, a child whose interpersonal need for control ranges from low to high, and whose self-focus is primary, is represented in blocks I and II. Representative behaviors range, for example, from listless, to interrupting and demanding behavior. The interpersonal need for inclusion is represented on the vertical axis. For instance, a child with a low level of involvement, with needs for group inclusion, ranges in his behavior within blocks I and III. The behaviors of

LEVEL OF PUPIL INVOLVEMENT IN CLASSROOM
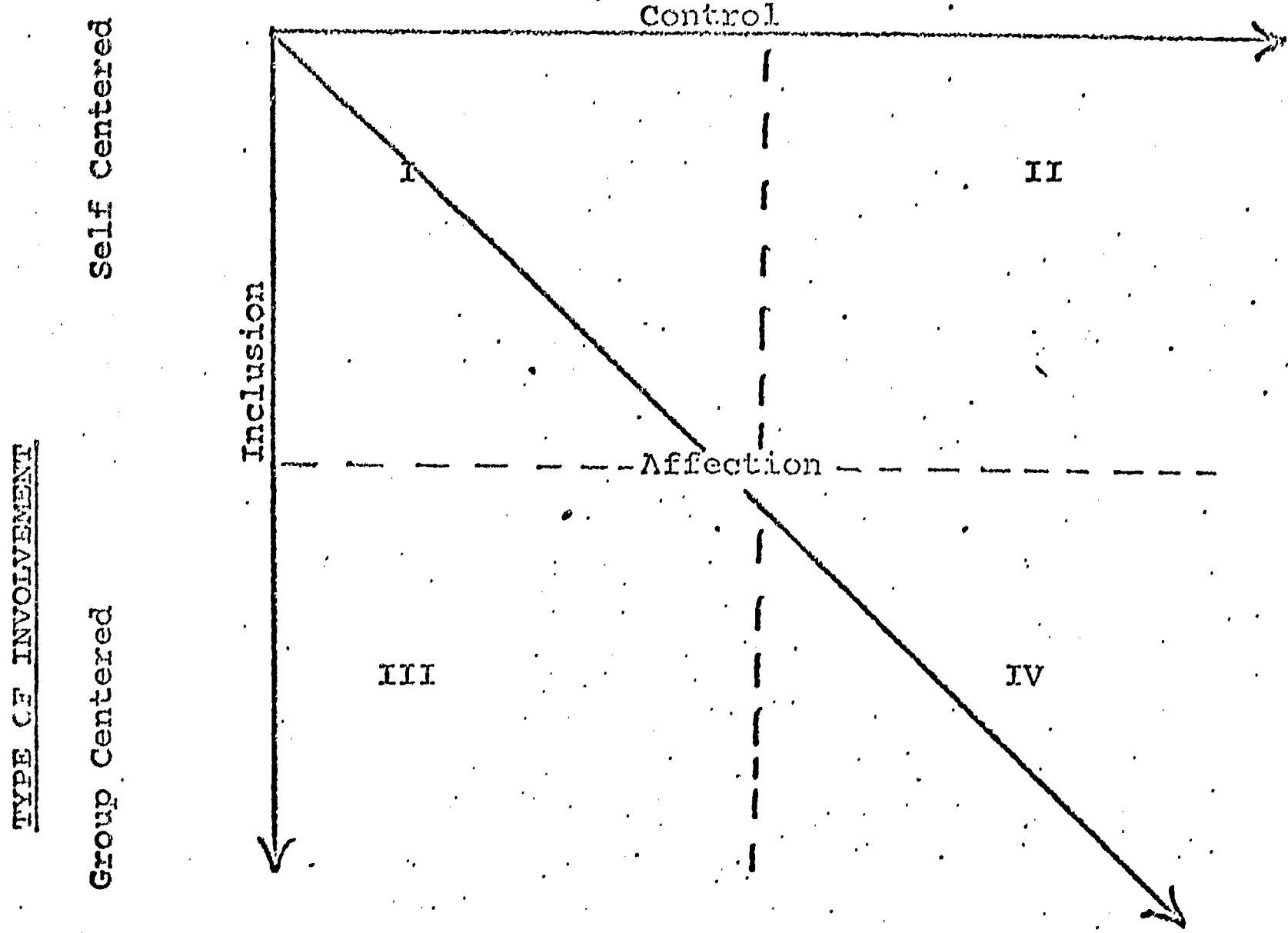
I and II - low self esteem
          repressed and open hostility
          satisfies need to dominate control

I and III- passive behavior
          desire for group inclusion

IV   - active person and group involvement
          independent and maturing student

Figure IV

those children with strong needs for group inclusion, with a low
level of personal involvement, would be observed in block III. These
children have been described as dependent prone (Flanders, 1967).
The third dimension, an interpersonal need for affection and love,
in combination with a high level of pupil involvement and group
orientation, is represented in block IV. These children would be
active contributors to the group and independently productive as well.

<u>Relationship of Behaviors to Major System: Learner in the School
Environment</u>

    Morris' (1956) three behaviors, namely, Dependence, Dominance,
and Detachment were utilized to translate interpersonal relations into
the social context of the classroom. Dependence is defined as a
need "for easy compliance with the world." Examples would include:
receptive, responsive, relaxed, emotional warmth, "letting things
happen," stress on being (Morris, 1956, p. 28).

    Dominance is defined as "not necessarily the need to be
domineering, but the need to be dominant in a situation." Examples
would include: active control of the environment, ability to dominate,
"making things happen," stress on doing (Morris, 1956, p. 28).

    Detachment is defined as "a movement away from excessive external
stimulation, away from a demanding pushing world." Examples would be:
detached, restrained, self-controlled, self-aware, "watching things
happen," stress on perceiving (Morris, 1956, p. 28).

    These categories, dependence, dominance, and detachment were
used to describe patterns of teacher influence in the classroom.
Figure V incorporates the above categories with the three dimensions

of interpersonal needs of children presented in Figure IV.

Dominance, receptivity, and detachment describe the focus of authority and the control functions of the teacher in the classroom. The interpretation of these concepts is drawn from the direct and indirect teacher influence and the locus of control (Flanders, 1967; Hughes, 1967). For example, when teacher dominance ranges from low to high and the locus of authority is self, Blocks I and III, the locus of authority is the teacher. The content is structured, the control is personal, and the range of appropriate pupil responses is well defined.

When the teacher dominance is low and the range of detachment moves from individual pupils to a group focus, the locus of authority remains the teacher, but it is translated into an impersonal embodiment (Blocks I and III). For example, the control is originated by the teacher, but is enforced by the pupils. The content is structured, but indirectly, and the range of pupil responses is known to the group.

The third dimension, receptivity, modifies a dominant and/or detached pattern of influence toward a locus of authority which is the task. For example, control is unstructured, and goals are determined and evaluated by all the participants (Block IV). The quality of interpersonal relationships between pupils and teachers is rooted in the quality of transactions which take place daily, but some emphasis has to be given to the coercive properties of the task; e.g., learning to spell a word in contrast to relatively more permissive individual activities.

LEVEL OF TEACHER INVOLVEMENT

TYPE OF INVOLVEMENT

Low   Control (dominance)   High

Self

Inclusion (detachment)

Group

Teach Peer

Teacher as focus of authority
no group unity
insecure climate

not diagnosing learning
problems

Affection (receptive)

I

II

Dependent atmosphere
indirect controls
focus on teacher as
   authority figure

III

Independence— indirect controls
focus on task & problem
receptive atmosphere
active level of group response
   within group setting

IV

blending of direct & indirect
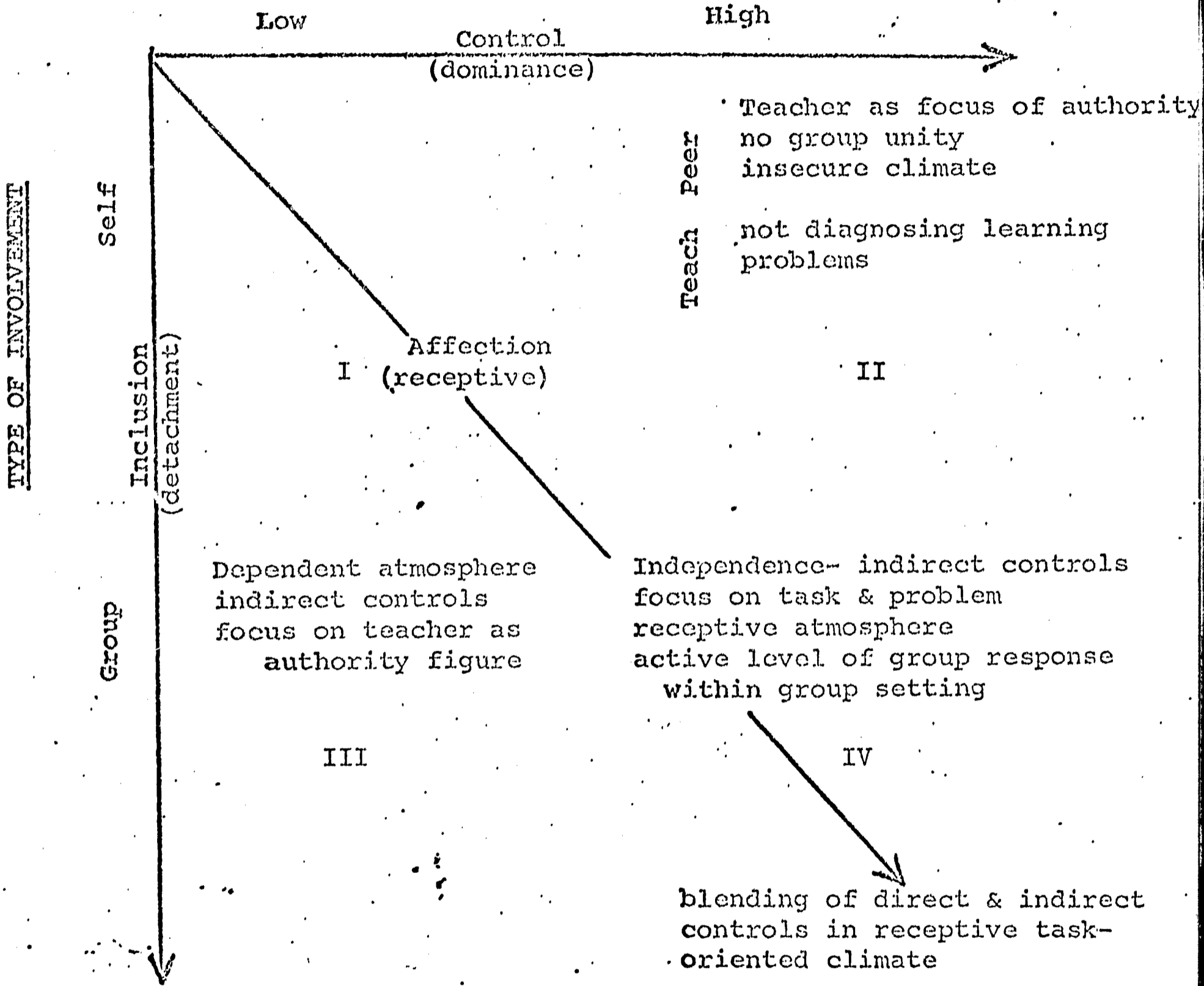controls in receptive task-
oriented climate

Figure V

The Relationship of the Model to Elementary School Guidance Services

Thus far it has been suggested that the cognitive domain operates in concert with the affective domain. The child's direct and indirect social experiences help him to form his self perceptions which influence his receptivity to incoming communications. These communications are both cognitive and affective and they are mutually dependent.

To this point, it is suggested that cognitive learning efficiency is related to, or even dependent upon, the learner's efficiency in acquiring the dominant attitudes, values, and belief systems of the learning environment. Children who have previously learned the skills of the dominant affective domain face only the single task of learning the skills of the cognitive domain. On the other hand, children who have not, are faced with three tasks. They must, at one and the same time (1) unlearn the skills of their familiar affective domain, (2) learn the skills of the new affective domain, and, finally, (3) learn the skills of the cognitive domain. This line of reasoning seems to support the conclusion that: The greater the discrepancy between the affective domain of the self system and the learning environment, the more difficult the tasks of the learning process.

The learning process is seen as a shared responsibility among all school personnel since learnings represent the common product of their activities. The mutual dependence held to operate for affective and cognitive domains likewise operates for the various personnel of the school. It is only the subject matter of the various learnings that differs.

For these reasons, the subject matter of the affective domain
cannot be assumed to be the sole province of the elementary school
counselors. The counselor should view his work as inseparable from
the concerns of others who work with children. As Wrenn (1959) has
observed, learning is a common element in the activities of everyone
in the school.

Affective education not only can and does take place in the
classroom but the classroom is one of the most powerful of contributors.
The child learns many ways of behaving and feeling that may serve the
needs of the school personnel more than they serve the needs of the
child. For, regardless of the subject matter, interpersonal and
intrapersonal communications are the background for all kinds of
learnings.

Implied here are certain needs for school personnel, one of
which might be Southworth's (1969) proposed coalition of educators
to serve as effective team participants for it is only as professional
staffs learn to work in teams that the wide range of learner needs
will be met. Another would suggest that the greater the versatility
of the affective domain of all school personnel, the greater the
efficiency of the learning climate of the school. This would imply
that school personnel become learners. Their learning tasks would
be the variety of belief systems operating even minimally in society.
The outcomes would be a repertoire of strategies for enriching the
experiences of all learners, both school personnel and children.

IV. RELATIONSHIP OF THE MODEL TO PRACTICE

The discussion of the model generated certain recommendations to which we would like to respond. Because we believe in the mutual dependence of the various school personnel and because we are also dedicated to a greater versatility for our affective domain, we have formed a coalition of educators to serve as effective team participants and have determined to become learners. Our learning task is a variety of belief systems operating, even minimally, in certain elementary school specialists.

Further, because of our faith in the thesis that affective domain learning tasks occur as background for the tasks of the cognitive domain, we have supplied our coalition of effective team participants with the following propositions that seem to have been generated by the model.

1. The cognitive domain cannot be separated from the affective domain.

2. A verbalized behavior is not necessarily an internalized behavior.

3. Observable manifest behavior is a product of unobservable behavior antecedents.

4. Unobservable behavior antecedents are products of values, attitudes, and belief systems.

5. Values, attitudes, and belief systems are formed by the family group, the peer group and classroom teachers, as well as other school personnel and society at large.

6. The values, attitudes, and belief systems of the various groups are not necessarily in harmony.

Miss Elmore, a supervisor of elementary education for the state department has been asked to deal with the first of these two propositions. If the affective domain must be taken into consideration while a teacher is dealing with the cognitive domain, what if anything does this imply for the role of the counselor in particular and guidance services in general?

For example, Weber's recent specifications for the professional preparation of elementary school teachers included the need for sensitivity training. The three major goals of this training were described as: (1) awareness of self as a person; (2) awareness of his role as a teacher; and (3) awareness of his role as a professional in the school organization.

Miss Elmore, how if at all, do you see the counselor as contributing to any of these goals?

Miss Hill, a supervisor of special education and visiting teachers for the state department has been asked to derive the implications of the next two propositions for the activities of the elementary school counselor.

Assuming that observable manifest behavior has its antecedents in several and perhaps differing belief systems, what activities do you feel are implied for the counselor?

For example:

1. What activities should the counselor perform that would give him these insights?

2. What activities, if any, should the counselor perform as a consequence of such understandings?

3. How do you feel such activities could facilitate an effective learning climate in the school?

Mrs. Coukos, the coordinator of developmental guidance for the Richmond Public Schools will deal with the implications of the last two propositions. Mrs. Coukos, how do the activities of the counselor reflect an understanding, appreciation, and implementation of these propositions?

Specifically:

1. What activities could a counselor perform that facilitate harmonious goal achievement among individuals who possess differing values, attitudes, and belief systems?

2. What competencies and skills do you feel are prerequisite to a counselor's effective and efficient interpretation of these activities?

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