DOCUMENT RESUME

ED 081 533   24   RC 007 240

AUTHOR   DeBlassie, Richard R.; Ludeman, Martha
TITLE   Guidance Programs and Practices in Rural and Small
                Schools.
INSTITUTION   New Mexico State Univ., University Park. ERIC
                Clearinghouse on Rural Education and Small
                Schools.
SPONS AGENCY   National Inst. of Education (DHEW), Washington,
                D.C.
BUREAU NO   BR-6-2469
PUB DATE   Oct 73
CONTRACT   OEC-1-6-062469-1574(10)
NOTE   100p.
AVAILABLE FROM National Educational Laboratory Publishers, Inc., 813
                Airport Boulevard, Austin, Tex. 78702 (Stock Number
                EC-002; $2.50)

EDRS PRICE   MF-$0.65 HC-$3.29
DESCRIPTORS   *Counselors; Educationally Disadvantaged;
                Environmental Influences; *Guidance Programs;
                *Individual Characteristics; Models; *Rural Schools;
                Rural Youth; *Small Schools

ABSTRACT
        The paper gives interested persons examples of how
small and rural schools are providing essential guidance services. A
synthesis of the literature dealing with current guidance programs
and practices in these schools is presented. Suggestions are made for
training guidance specialists and for providing viable innovations in
counseling and guidance services. A case study and model of a rural
guidance program that grew significantly as a result of some
strategies on the part of the counselor is discussed. The case study
represents a culmination of what the literature search yielded on
guidance programs and practices in small and rural schools. (PS)

GUIDANCE PROGRAMS AND PRACTICES

IN

RURAL AND SMALL SCHOOLS

BY

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CONTENTS

I. CHARACTERISTICS OF SMALL AND RURAL SCHOOL YOUTH

Over the last fifteen years, particularly since the National Defense
Education Act (NDEA) became a reality, the rationale for guidance programs
or pupil personnel services has been based on the need to assist individuals
in the school population in the process of making decisions, of adjusting to
the learning environment, and of self-actualization. Many publications exist
on various approaches and techniques used by counselors and other school per-
sonnel in facilitating the decision-making, adjusting, and self-actualizing
processes that pupils must of necessity consider. While the literature is
replete with such publications, the vast majority of these textbooks and
journals seem to focus on guidance services for urban and/or large school
youth. An intensive literature search carried out by the authors produced
only three textbooks which focused precisely on small school or rural youth:
(1) Guidance Services in Smaller Schools by Clifford P. Froehlich, 1950;
(2) Stimulating Guidance in Rural Schools by Amber Arthun Warburton, 1964;
and (3) Rural Poor Students and Guidance by Thomas J. Sweeney, 1971.

There appeared to be a need for a current document which dealt primar-
ily with guidance programs and practices in small and rural schools. It was
decided that this document should focus on (1) current guidance program models
used in small and rural schools, (2) a synthesis of the research findings in
these schools, and (3) recommendations based on this synthesis which would
benefit the guidance functionary or others involved in the guidance of small
school and/or rural school youth. An added incentive for undertaking this

work was that most small or rural school counselors typically have little
opportunity to exchange ideas with other counselors or professionals and
have little or no access to the means for professional growth, particularly
in terms of what is happening in the field currently.

The counselor in the small and/or rural school spends most of his time
and energy in working with children and adolescents. Therefore, it is appro-
priate to begin with a description of the characteristics of small and rural
school youth and with the implications of these characteristics for the
guidance process.

Characteristics of Rural Youth

The plight of rural areas in America has been described by Vanek S.
Laddy (1970) as follows:

> In general, rural areas...are not sharing adequately in
> national growth. Changes in technology and economic adjust-
> ments have resulted in under-employment, unemployment, and
> relatively low incomes among rural and small town residents.
> These factors along with other pressures of society act to
> force rural residents to migrate to urban areas....Many of
> those who migrate in search of employment discover that they
> cannot compete because they lack both technical skills and a
> sufficient educational background demanded by the labor mar-
> ket. It has been said that these people contribute to the
> ranks of the hard core unemployed and are thus trapped in the
> city ghettos without hope or opportunity. Joblessness,
> frustration, poverty, and apathy are the ingredients which
> contribute to crime and social conflict [p. iv].

Because the school is considered to be a major socializing force, much
of the responsibility for preventing such tragedies falls on it. In describ-
ing rural small schools and rural youth, Hughes and Spence (1971) stated that
"the temptation is to attempt to describe the rural community; the rural

attitude; the rural American. Yet, rural regions differ in economy, in tradition, in ideology, in population makeup, and...in attitudes and orientations.... Rural areas are characterized by great wealth and technological advance on one hand and extreme poverty and resistance to change on the other [p. 2]." Hughes and Spence also noted that

> the rural community, for the most part, is characterized by a declining population and an eroding of local taxable wealth.... Poverty and all of its related problems abound in rural America. In many areas, the standard of living is quite low; jobs are scarce and continue to decline in number and variety.
> The rural community, with its generally prevailing monolithic power structure, resists widespread efforts to change existing conditions that might not be in its own best interest. Nearby urban and suburban areas have not been very responsive to rural needs, even though many urban problems can be traced to existing rural problems. There is...evidence, however, that in some areas the traditional power structure is being threatened by understructure groups which have developed a high potential for unity.
> Rural people are generally conservative and often do not have the financial resources to solve indigenous problems. Leadership and expertise to solve local problems do not appear to exist in many rural communities. Out-migration of young potential leaders complicates this problem. Outside help or "experts" are likely to be resisted; the "stranger-expert" is suspect. This is also true of school reorganization efforts if imposed from the outside [pp. 24-25].

According to Hernandez and Picou (1969), as a result of "current social trends," only about 10 percent of America's rural youth will be able to find farm employment. As a result, many will be forced to move to urban areas, where adjusting to the urban environment and finding jobs will be their major concerns. However, "within urban areas job opportunities in unskilled and semi-skilled occupations are rapidly declining. This means that, in order to be occupationally successful, rural youth must have the educational or vocational training necessary for placement in the professional, technical, and skilled occupations available in the city [p. 3]."

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In <u>Career Choices of Rural Youth in A Changing Society</u> (1962), it was
stated that "wide disparity frequently exists between occupational preferences
or aspiration levels and available occupational opportunities [Burchinal, Haller,
and Taves, p. 24]."

Burchinal et al. further indicated in <u>Career Choices</u> that

> rural youth do not as frequently have the skills, training, value
> orientation, and personality characteristics necessary for original
> occupational selection and subsequent movement up the occupational
> ladder in comparison with urban youth. These differences result from
> differences in high school training, occupational information levels,
> educational and occupational aspiration levels, preferences among job
> and living conditions, and personality characteristics.
>   With shifts in the occupational structure toward occupations de-
> manding more education, higher skills, and longer training, rural
> youth face an increasingly competitive labor market [p. 24].

Writing primarily about disadvantaged rural youth, Everett D. Edington

(1970) stated that

> available research indicates a wide range of cultural and ethnic
> groups among disadvantaged rural youth. Children from each distinc-
> tive group tend to be limited in the breadth of their cultural ex-
> periences, and thus find it difficult to adapt to educational envi-
> ronments which tend to follow mores and values drawn from the
> dominant culture and broader frames of cultural reference.
>   Perhaps the two primary conditions vital to any consideration of
> disadvantaged rural youth are isolation and poverty. The former is
> of special concern since it is perhaps the one characteristic most
> peculiar to the noncorporate-farm rural child, and one which may make
> the effect of other disadvantages more severe. Not only does geo-
> graphic isolation help to confine the child's cultural experience
> to his own group, but also this relative isolation may well make it
> more difficult for the school to capitalize on characteristics which
> could be turned to the pupil's advantage in a setting where richer
> and more varied educational resources were available. Poverty,
> likewise, is a rural condition of primary importance. It is endemic
> to a large segment of the rural population not directly involved in
> corporate farming. Although poverty is not incompatible with high
> level academic achievement, research consistently shows a high
> degree of association between poverty and low level educational pro-
> gress [p. 81].

Norman and Flanders (1969) found that "some notable characteristics of

culturally and economically deprived Appalachian children [were] as follows:

(1) Despondency about the future. (2) Passivity, cynicism, defeatism, and open hostility, especially toward school authority. (3) A poor self-image. (4) Unclear vocational goals; inadequate motivation for learning about career choices. (5) Inability to adjust as needed for adequate personality development [p. 371]."

Data found in a study conducted by Nelsen and Storey (1969), in which a personal adjustment scale (The Mooney Checklist) was administered to 245 rural, town, and city boys, supported the hypothesis that rural youth were most poorly adjusted, followed by town and city youth. Media and rural-urban interdependence were assumed to have an equalizing effect. "Even with social class controlled, the differences were significant....The rural-urban dichotomy thus becomes both real and important [p. 51]."

Research studies summarized by Burchinal et al. (1962) confirmed the preceding study. "Farm and rural youth expressed more feelings of shyness, self-depreciation, and suspicion or distrust of others. Urban youth rebelled more against authority, were less self-critical, and also were less suspicious of the motives of others [p. 14]."

In line with the above findings about rural youth, Han (1971) accounted for

> rural adolescents' powerlessness, anomia, and deviation-
> proneness in terms of their perception of two barriers:
> limited opportunity and limited ability. Perception of limited
> opportunity was found to be a better predictor of powerlessness
> and anomia than family status. Those youth with a keen awareness of
> both barriers felt most powerless....Anomia was most prevalent among
> those "able" youths with keen awareness of limited opportunities.
> This tendency was more pronounced among lower-class youth [p. 389].

Kuvlesky (1970), reporting research on status projections of Southern rural youth, concluded that

> rural youth generally have very high job and educational

aspirations and expectations....Rural youth predominantly prefer and to a large extent expect employment in professional or semi-professional and technical types of jobs....The vast majority of rural youth desire college level education and almost all desire at least formal vocational training or junior college after high school....Currently, evidence from both the South and Northwest indicate that few rural youth either desire or expect to farm [p. 6].

Several studies cited by Kuvlesky (1970) also revealed that rural youth expected and preferred to live in or near urban areas. Kuvlesky thinks that "the place of residence projections of these youth represent a rational align-ment with their high job and educational goals and the limited opportunities for vertical mobility available in the hinterland [p. 7]."

Kuvlesky's findings contradict to some extent the findings of previous reports cited. This difference may be a function of the particular population studied, a function of the data of the study, a reflection of unrealistic aspirations fostered by society and the media, or a combination of these possi-bilities. However, Kuvlesky did find that rural-urban differences do exist mainly in the area of opportunities and that the aspirations of urban youth are generally higher than those of rural youth. Both findings are in line with other findings previously mentioned. Considering the high levels of aspiration he found among these youth, Kuvlesky cautioned that "a program to help rural youth [such as a counseling and vocational guidance program] established on false premises ('the need to generally raise their aspiration levels') could compound an already serious problem and produce uncalled for psychic pain and social stress [p. 12]."

Because "it appears that lack of fulfillment of adolescent aspirations may be related to adjustment problems as an adult [Kuvlesky, 1972: p. 13]," it is important that rural youth get the personal and vocational guidance they need.

An observation made by Burchinal et al. regarding the differences in rural and urban environments (1962) seems appropriate here. Environmental influences

> tend to develop differences in the personality characteristics and values of the two groups of youth. Rural and urban environments differ in density and heterogeneity of their populations. The urban environment also presents more frequent contacts with many occupations. Apparently, urban youth are exposed to conditions which prepare them to function better than rural youth in the urban-industrial society [p. 15].

In considering the characteristics and needs of students in rural and small schools, it would be profitable to be aware of some advantages enjoyed by rural children in rural schools. Sybouts (1970) stated that strengths in rural schools include "size, flexibility potential, accessibility to interpersonal relations, the advantages of rural living, and information via modern media and transportation [p. 119].

Aubertine (1969) asked students who had attended high schools enrolling 300 or fewer students in Montana, New Mexico, Colorado, Nebraska, and Kansas about advantages and disadvantages of attending these schools. His findings indicated that

> almost all the students praised the cohesive personal relationship possible in the rural schools....
>
> In the smaller school community they were more aware of a sense of personal value and felt more socially fulfilled and accepted....
>
> Their dependence upon one another for success in common enterprises brings a sense of achievement rarely found in the larger school....
>
> In the main, the students participating in the study are convinced that the rural school environment is ideally suited to social interaction, the establishment of self-identity, and the development of character traits of value. They also voiced almost unanimous approval of the close association they enjoyed with faculty members [pp. 592-93].

The disadvantages noted were primarily concerned with the limited course

offerings available and the limited number of social contacts possible in the

small school setting.

It was hypothesized by Hoyt (1970b) that, in terms of vocational guidance

and placement, the following important advantages are enjoyed by rural youth:

    1.   Rural youth are more likely to have been exposed to and
        accepted the values of a work oriented society than are
        non-rural youth. They are more likely to come from homes
        having a work-oriented culture,...and to see work more as a
        way of life than...non-rural youth.

    2.   Rural youth are more likely to have had actual work exper-
        ience than non-rural youth....To the extent this is true,
        they are more likely to have learned concepts related to
        worker dependability, punctuality, initiative, and perser-
        verance than persons who have never worked.

    3.   Rural youth are more likely to be encouraged to become
        members of the work force than are non-rural youth. Such
        youth are growing up in a work-oriented society, and it
        is very difficult to escape notice...if one is a rural or
        small town youth [p. 13].

These advantages should be considered and utilized when planning a guidance

and counseling program for rural students.

In the same paper, the following "disadvantages of rural youth with

respect to problems of vocational guidance and placement were listed by Hoyt:

    1.   Rural youth are less likely to have manpower programs of
        vocational training available to them than are non-rural
        youth....

    2.   Rural youth are less likely to have comprehensive programs
        of vocational education available to them in the elementary
        and secondary school...than are non-rural youth....

    3.   Rural youth are less likely to have opportunities for voca-
        tional try-out experiences through planned work-study pro-
        grams....To the extent this is true, it is serious in terms
        of not only the opportunities for vocational exploration,
        but also in terms of contacts with possible employers.

    4.   Rural youth are less likely to have opportunities for dif-
        ferential kinds of specific course offerings in academic

areas than are non-rural youth. The presence, for example,
of several types of English courses is not uncommon in large
city senior high schools, but it certainly is in most rural
schools....

5. Rural youth are less likely to have opportunities to see
the breadth of existing occupations in practice than are
non-rural youth....

6. Rural youth are less likely to have opportunities for public
post high school occupational education available to them than
are non-rural youth....

7. Rural youth are less likely to have facilities of the United
States Training and Employment Service available to them than
are non-rural youth...[pp. 13-15].

It is Hoyt's contention that "to the extent rural youth report fewer pro-
blems than do urban youth [which has been found by several researchers to be
the case], their problems are, in fact, greater [p. 15]." He would probably
concur with Han (1971) in saying that their lack of opportunities is, in fact,
their problem.

Regarding the vocational choice process, Burchinal et al. (1962) found
that rural youth from lower socioeconomic status families face special pro-
blems in occupational decision making. The probabilities of finishing high
school, going to college, or entering above-average-paying occupations are
considerably less for children from lower status families. Differences are
not based on economic factors alone [p. 25]." Attitudes encouraged are dif-
ferent for different socioeconomic groups; high status parents encourage both
curricular and extra-curricular school achievement. Their children identify
with the objectives of the schools and are likely to succeed there.

Additional disadvantages of rurality are reported in the same paper.
The authors cite data which concludes that "among urban workers, farm-reared
males are less often successful than urban-reared males. The farm-reared

change jobs more frequently, have lower incomes, and are more often found in unskilled and semiskilled jobs [p. 19]."

Hilverda and Slocum (1970), suggest that, because of technological change, "young people need vocational guidance more now than in earlier times. The need is especially acute among students in small rural schools who generally have less exposure to the modern world of work than those in larger school systems in urban centers [p. 65]."

Hernandez and Picou (1969) have noted that, as children become older and more mature, the realization is made that future vocational alternatives must be considered and decisions made. These decisions are influenced by a number of sources including societal values, family and peer group influences, mass media, and the individual's self-concept.

If rural youth are to overcome the difficulties they face in making decisions, they must take advantage of strong points and minimize handicaps. Burchinal et al. (1962) believe that

> families, schools, and other community groups must assist rural youth to develop social skills and personality characteristics that help them adapt to new situations and maintain social relationships with all kinds of people. This means:
>
> Developing feelings of greater self-confidence and self-sufficiency.
>
> Encouraging positive attitudes towards meeting new people.
>
> Reducing shyness or withdrawal tendencies.
>
> Encouraging a positive attitude toward change.
>
> Developing problem-solving attitudes and skills...
>
> Participating in social activities in any community where they are newcomers [p. 27].

Concerning the aspirations of rural youth, Edington (1970) wrote that the

educational and occupational aspirations of rural students appear
to be negatively affected by their low economic status and pos-
sibly further depressed by factors related to geographic isola-
tion....Possibly related to socioeconomic status are other attitudes
found among rural children which may further hinder their progress:
low self-esteem, feelings of helplessness in the face of seemingly
unconquerable environmental handicaps..., and impoverished confi-
dence in the value and importance of education as an answer to their
problems [p. 80].

In a similar vein, Kuvlesky (1970) emphasized that "it should not be over-
looked that sizeable minorities of disadvantaged rural youth...have relatively
low level aspirations. Obviously any program of guidance or vocational train-
ing...will have to take these differences into account--the same programs are
not likely to work effectively for both the very ambitious and the unambitious
[p. 7]."

Hernandez and Picou (1969) stated that "individuals have personal values
and preferences that go a long way in determining their future. An individual
may value the rural environment so highly that he may decide against leaving....
The choice made rests on the personal values and the desires and preferences
of the individual [p. 13]."

The rural counselor with specific knowledge of both rural and urban con-
ditions and a thorough knowledge of the population he serves may facilitate
the choice process and thus enable the individual to lead a vocationally and
personally satisfying life.

Implications

The need for guidance and counseling programs, regardless of the size of
the school or the geographic location, must be based on the needs and charac-
teristics of the individuals served by the school. Shertzer and Stone (1971),

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after characterizing the American adolescent, concluded with the following
implication, which is applicable to small and rural school guidance program
development:

> The implication that is most fundamental is that guidance
> personnel, to the best of their abilities, must be thoroughly
> aware of and sensitive to the facts of the specific population
> and the setting they serve....Without detailed knowledge gain-
> ed through personal concern and constant examination of the
> best factual data available, school personnel have no sure
> foundation upon which to base their actions. Counselors who
> do engage in this process will be viewed as more valuable by
> students, school staff, and parents [p. 34].

Guidance programs have been initiated and implemented more frequently by
large urban schools than by small and/or rural schools. Providing guidance
and pupil personnel programs has been relatively easy in many large schools,
but impossible in most small and rural ones. However, the need for these pro-
grams is the same regardless of the location or size of school, for every
student should have access to an appropriate educational program. Warburton
(1964) brought this concept into proper focus with respect to rural youth:

> This current stress upon rural youth receiving the right
> education for the individual and the preparation for develop-
> ing his own environment could help to stabilize the rural
> population and economy and bring substantial benefits to the
> rural youth, his community and nation. If this is translated
> into action, executed with imagination and on the scale the
> gravity of the situation demands, the nation could be the
> richer in another generation [p. 4].

Froehlich (1950) also pointed out the relationship between the needs of
students and the establishment of guidance programs:

> First, the school that seriously tries to provide for these
> needs must have a knowledge of the present status of its
> students. It must know their strengths, their achievements,
> and their limitations. The guidance program provides this
> information. Second, the student must be helped in his
> choices so that he selects the kind of educative experiences
> which will meet his needs. We cannot expect all youth, un-
> aided, to choose a well-balanced educational diet. Like

most humans, they choose the m.... interesting, the easiest,
or the traditional. A guidance program, by counseling and
other procedures, should assist all youth in making wise
educational choices. A third responsibility that a guid-
ance program can help a school discharge is that of evalu-
ation. Implicit in this statement is the necessity for the
school to determine the extent to which it is helping young
folks meet their needs. Through follow-up studies and other
techniques the guidance program collects the data upon which
a school can judge its effectiveness. The guidance program
is an essential service in any school that desires to meet
the imperative needs of youth [pp. 2-3].

As suggested above, the guidance program is an essential component in any

school that strives to meet the needs of youth. The guidance program, which

is process- as well as product-oriented, then becomes a focal point in the

development and growth of youth.

Guidance Assets of Small and Rural Schools

In order to meet the special needs of rural students in the area of

guidance and counseling, schools will need to develop comprehensive programs.

Because of the money and staffing difficulties faced by many smaller districts,

program development may present problems. However, Froelich (1950) emphasizes

that "small schools cannot pass off their responsibility by glib statements

about the lack of money, staff, or other resources. Nor can they escape the

task of providing for the needs by claiming smallness as an insurmountable

obstacle [p. 3]."

Froelich further suggested that being a small school is not a complete

liability, guidance-wise, and listed the following assets as important items

for consideration:

1. In small schools faculty members can get to know their students well;

"the first requisite for a successful guidance program is knowledge of the student."

2. Conversely, "students in small schools know their teachers" well, and these contacts can be used effectively by guidance programs. Because students often imitate adults they admire, faculty and staff "have an excellent opportunity to set examples of personal behavior and adjustment."

3. Because of the knowledge staff and students have of each other, the problems of getting acquainted for the purpose of establishing rapport in the counseling relationship are diminished.

4. "A small school usually has close ties with the community" it serves. "The guidance program can benefit by utilizing this community relationship to advance its cause."

5. "Many of the teachers in small schools are young": and youth, generally speaking, indicates flexibility and adaptability. A guidance program in a small school usually calls on teachers "to perform a multiplicity of jobs." "The ability and willingness to adapt readily to new situations and tasks is, therefore, an asset."

6. Because of the increasing interest in child development, psychology, and counseling, young teachers have the additional advantage that they will probably have had some course work in those subjects. Thus, they are more likely to be aware of student problems; and owing to their age, they are not far removed from the students' point of view.

7. "One of the principles of group dynamics definitely favors the small school. A small group can function more efficiently than a large

one....Small schools should organize their guidance programs to capi-
talize on the [cooperative] group potential of their faculty." All
may be involved in planning and evaluating the counseling program.

8. "The student population of a small school is relatively stable."
Furthermore, any change in size is usually a reduction. Thus, the
tasks of orientation and maintenance of student files is not the
problem it is in larger schools [pp. 4-6].

While Froehlich pointed out the guidance assets of small schools,
Warburton suggested ten obstacles that impede the development of effective
guidance programs in many small and rural schools:

OBSTACLES IMPEDING EFFECTIVE GUIDANCE IN MANY RURAL SCHOOLS

The factors that complicated offering effective guidance ser-
vices referred to by guidance workers may be summarized as follows:

1. School board members, school administrators and teachers often
   do not understand the interrelation of a comprehensive guidance
   program with an effective educational program.

2. School board members and community officials and leaders are
   unable to command financial support for a comprehensive cur-
   riculum which is essential for the guidance services to func-
   tion in behalf of the best development of the individual.
   Both the college-bound and the non-college-bound need to be
   served. The well-equipped industrial arts program is expen-
   sive and rarely found in the rural school.

3. Parents sometimes do not understand the importance of an educa-
   tion and their responsibility for encouraging children to
   attend school regularly. Children are at times kept home to
   do chores. The background of parents, low economic and social
   level of the family attended by poverty and remoteness of the
   home, often but not always, account for this attitude in the
   home.

4. Parents and pupils do not realize the importance of post-high-
   school education or training for both those children with and
   without ability to profit from further academic courses.

5. Home visitation is essential if the school staff is to under-
   stand the problems of the individual boy or girl and to help

in their solution. Distances of homes and the counselors' or teachers' lack of time and money often prevent the making of home calls.

6. Students are unable sometimes to participate in social and other extracurricular activities--designed to reduce delinquency by providing wholesome recreation and to help the individual overcome personal and social problems in preparation for a satisfying adulthood. Lack of transportation, duties at home, and rigid parent prejudice against these activities are sometimes the obstacles.

7. Funds are not available to aid students of low income homes to remain in school because they lack clothing, school fees, and the like. Also, needs of the family urge the pupil to seek work "to help out," particularly if he is having difficulties with school work.

8. Community-wide adult education and other activities to stimulate appreciation of the school and guidance program are not organized unless diligent and strong leadership is available.

9. Continuous school leadership with vision to organize, develop, and seek the means to solve the above problems are not often found in rural schools.

10. Turnover of administrators, teachers, and counselors is a serious problem in the rural school. The educational process of boys and girls needs continuity of effort.[1]

Perspective

Granted that many small and/or rural schools may not be able to implement large scale or comprehensive guidance programs, it is, nevertheless, the purpose

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of this document to provide interested persons (that is, counselors, teachers, administrators, parents, and so on) with examples of how small and rural schools are indeed providing essential guidance services. The purpose of Chapter 2 is to bring into focus some ways and means by which small and rural schools can and do provide effective guidance services.

II. GUIDANCE PROGRAMS AND PRACTICES

IN

SMALL AND RURAL SCHOOLS

Hoyt (1970b) states that "the following set of statements may be hypothesized to be true for guidance programs operating in rural as opposed to non-rural areas."

1. Guidance programs in rural areas are less likely to operate under an organized basis, K-12, with guidance specialists at each level in the system than are systems in urban areas. The elementary school counselor movement, partly because of finances and partly because of size of rural elementary schools, has not progressed as far or as fast in rural as in non-rural areas. While to be sure, in some rural areas, one counselor serves the entire system K-12, the special expertise required for optimum guidance programs at the elementary, junior high, and senior high school levels has often been unavailable in the rural areas.

2. The relative number of full-time, fully prepared school counselors is less in rural than in non-rural areas. Again, this is, in part, due to the smallness of many rural high schools whose size prevents them from employing a full-time counselor. In part, of course, it is due to typically higher salaries that prevail in the urban and suburban areas that attract counselors most qualified to those areas rather than the rural setting. I feel obligated to add that, in view of the typical lack of relevance of counselor education programs in preparing counselors to adequately perform vocational aspects of guidance, I cannot view the relative lack of supposedly well prepared counselors as a serious detriment.

3. The relative degree of professional isolationism associated with the job of the school counselor in the rural area has both created and solved problems for the guidance program.... [It has been found that] "isolated" counselors, e.g., those in one counselor schools were not as professionally prepared nor did they participate as actively in professional guidance association activities as did counselors in multiple counselor schools.

4. The relative opportunity for availability of a complete program of pupil personnel services is less in the rural than in the non-rural school setting. As with elementary guidance, concepts of pupil personnel services have been more actively implemented in urban than in rural settings across the country. Where such complete services have been available in rural settings, they have usually been provided under some larger educational unit than a single school system with services spread on an intermittent basis among rural schools in the area.

5. The relative opportunity for counselors to learn about occupations in business and industry has been less for counselors in rural than in urban areas....

6. The relative opportunity for guidance personnel to participate in and conduct meaningful job placement programs is less in the rural than in the non-rural area....

7. The relative opportunity for rural counselors to acquire meaningful information regarding post high school occupational opportunities available to their students is less than that of counselors in non-rural areas....It usually comes down to a matter of ease of opportunity to do so. With the majority of both public and private occupational educational institutions located in or close to urban areas, it is much easier for counselors in those areas to visit such schools and maintain contacts with their personnel than it is for counselors in rural areas. The problem becomes particularly severe...with respect to the growing number of private trade, technical, and business schools operating in the United States. Such schools typically have active sales forces at work in the rural areas and professional cooperation with school counselors has at times been considerably less than desirable [pp. 16-17].

An Overview of Guidance Services in Small and Rural Schools

There is much variation in the guidance programs and practices in small schools, and the literature is extensive in this area. The purpose of this section will be to describe some current practices in the various areas

of guidance programs--including basic services, such as individual inventory
and counseling, organization and implementation, staffing, and physical facili-
ties and equipment.

The Individual Assessment and Testing Program. First to be considered
will be the individual inventory service. According to Legant (1969), the
Educational Service Center in New Mexico has been involved in conducting a
large number of learning problem evaluations in the rural areas of the state.

> Diagnostic services for children experiencing learning and re-
> lated problems and the prescription of appropriate remedial
> action are almost uniformly lacking. Cost of these services
> has, of course, been a primary factor for excluding such ser-
> vices from rural school district budgets....
> The use of the testing mobile unit has greatly increased the
> efficiency of psychological services personnel....
> The emphasis is now on total evaluation of individual chil-
> dren to facilitate a comprehensive attack on their learning pro-
> blems. Referrals to appropriate specialists and agencies have
> been made....
> Follow up efforts have been intensified. All but a fraction
> of the testing subjects have been discussed in case conferences.
> Emphasis has been placed on meeting with parents whenever pos-
> sible and with counselors, nurses, and teachers in order to
> modify a child's home and school environment to his particular
> learning problems [p. 53].

Legant states that "all testing is carried on at the request of the school
districts [p. 56]." At the start of the school year, all districts were given
referral forms which provided the testing staff with sufficient information for
selection of specific tests suitable for the child referred. Regional work-
shops were held by the psychological services staff to explain their functions
and the services they could provide. "Sample materials such as [a] guidance
bibliography, suggestions for the use of tests, computer printouts of testing
data, etc., were included in the packets distributed to all workshop partici-
pants. Considerable attention was paid to referral techniques and to a

discussion of what kinds of children should be referred for testing. The greater sophistication in referrals...appears to be one result of the workshops [p. 56]."

An example of a prototypical individual assessment and testing program is the pupil appraisal service of the Ector County (Texas) Independent School District, which is summarized below.

Counselors in the secondary schools supervise the group testing program. Interest inventories, personality inventories, ability tests, aptitude tests, and other instruments are administered to individuals and small groups as the need arises. Counselors assist teachers in explaining and interpreting test results to pupils and parents. Supervisors of elementary curriculum supervise the standardized testing program in the elementary schools. Standardized tests used include SRA Primary Mental Abilities Tests, Metropolitan Achievement Tests, and Basic Reading Tests. The Wechsler Intelligence Scale for Children is used in screening applicants for special education classes.

1. Secondary Testing Program

Grade	Name of Test	Date
Seventh	Tests of Educational Ability	October
	"Science Research Associates Achievement Series"	September
Eighth	"Science Research Associates Achievement Series"	September
	Make-up on Tests of Educational Ability	October
	Iowa Algebra Aptitude Test	March or April
	Differential Aptitude Test	February
Ninth	"Science Research Associates Achievement Series"	September
	"Iowa Tests of Educational Ability"	September
	California Occupational Interest Inventory	February
	Iowa Silent Reading Test	April
Tenth	"Iowa Test of Educational Ability"	September
	Otis Quick-Scoring Mental Abilities (IQ)	October
Eleventh	"Iowa Tests of Educational Ability"	September
	IQ Make-up	October
	Kuder Preference Inventory	October

Twelfth   "Iowa Tests of Educational
         Ability"   September
Tests in quotations are used in each school in the system.

2. Cumulative Records: A record folder for each student is
   initiated on the day that a pupil enters school. This
   record follows the pupil through each successive year of
   his school career. The contents of the record are as
   follows:
   a. Test Record Card: All standardized test results,
      grades 1-6, are included.
   b. Pupil Profile Charts: Profile charts of standardized
      tests, grades 1-12 (where available), become a
      part of the student's cumulative record.
   c. Health Record Card: All information gathered, grades
      1-7, by a school nurse is recorded on this card:

Eye Examination	Skin
Age, weight, height	Feet
General health record	Posture
Teeth	Any serious illness or
Ears	physical problems

   d. General Attendance Information: Grades 1-12, drop
      slips and transfer slips.
   e. Other Information: Grades 1-12, communications between
      the home and the school, between school officials con-
      cerning major decisions, disciplinary action, notices
      of unsatisfactory class work, autobiography written in
      tenth grade English class, or other pertinent informa-
      tion become a part of the cumulative record.
   f. Academic Record: A separate academic record form
      is kept for junior high school, grades 7-9, and senior
      high school, grades 10-12. Both records, in some form,
      become a part of the cumulative record.

3. Permanent Record
   a. Junior High School: A permanent record card is
      initiated in the seventh grade for each pupil
      enrolled. Information shown on the card includes
      the following items:
      (1) Personal identifying data
      (2) Subjects and grades for each year
      (3) Activities
      (4) Attendance
      (5) Promotion record
   b. Senior High School: A new permanent record card is
      initiated at ninth grade level because it is at this
      grade that a pupil begins to earn credits toward
      graduation. Information shown on the senior high
      school permanent record includes the following:
      (1) Personal identifying data

> (2) Courses, names of teachers of courses, course
> grades, and credits earned by the year
> (3) Activities
> (4) Attendance
> (5) Final data showing date of graduation, rank in
> class, and grade average [Handbook for Counseling
> and Guidance, 1960: pp. 1-10]

The Educational and Career Information Program. The information service
which is involved in giving students information about themselves and the world
of work is of special significance in a rural or small school setting where
pupils are not exposed to the variety of information to which their counterparts
in urban or larger schools have access. Hilverda and Slocum (1970) believe
that in small schools "vocational guidance is customarily handled in a rather
haphazard manner....Furthermore, where there are counselors their efforts tend
to be concentrated on a few students, usually those who have already developed
occupational interests of a professional nature and those who are referred by
teachers and school administrators as problem cases [p. 66]."

While undoubtedly situations such as are described above exist in many
areas, some attempts have been made to overcome this failing of the information
service aspect of counseling and guidance. For example, in Berea, Kentucky,
a project has been designed "to inform students of the nature of career develop-
ment structure and trends of labor force, to assist students in assessing them-
selves and characteristics of occupations and to synthesize the information."
Activities include organizing "teacher-counselor workshops on theories of voca-
tional development, relating curriculum content to occupations, [using] 'games'
in education, assisting students to synthesize information on self and occupa-
tion[s], and organiz[ing] plan[s] of vocationally relevant experiences for stu-
dents." Also, the project uses a "multimedia approach to present [a] variety
of occupational role models [Location of Shared Services, 1969: No. 71].

A project with headquarters in Santa Fe, New Mexico, has attempted "to overcome the problem of inadequate, inappropriate, and ineffective occupational information."

> A library of tape-recorded occupational information has been assembled for use by all secondary school students and counselors in 17 counties. Interviews concerning many and diverse occupations are recorded on tape, cataloged, filed, and made available to counselors throughout the area. Emphasis is placed on providing interesting and understandable material. The program should afford students a more realistic view of vocational and occupational information. Occupations to be covered are determined by counselors' requests. [Location of Shared Services, 1969: No. 93].

For the above project, the tapes consisted of recorded interviews with people employed in a variety of occupations, including a teacher, an engineer, a stewardess, an auto mechanic, a truck driver, and a veterinarian. "These tapes included such information as duties performed, demand for the occupation, limitations within occupation, reason for choosing an occupation, advice for one interested, training and education necessary, salary, working conditions, fringe benefits, and contribution to society [Digneo and Shaya, 1961: p. 14]."

Another project in New Mexico has been designed "to provide students in a rural school setting knowledge about themselves and their opportunities in the various fields of work."

> The design of this experimental effort called for providing two small rural schools with a vocational guidance program. Since the schools selected were so isolated with respect to any large city which could provide some occupational and vocational opportunities...,it was necessary to provide field trips and speakers for the students. Career Selection Work-a-Group guidance sessions were held weekly for a regular class period, and covered such areas as the self-concept, the world of work, career choice, study habits,...interests, and testing [Location of Shared Services, 1969: No. 155].

According to the description of the above project,

> the project sought to explore and test the kind of balanced,
> general, vocational, and academic curriculum which would
> prepare rural youth and adults for continuous learning in
> a society subject to rapid and often uncontrollable change.
> The rural curriculum often lags behind the needs of the stu-
> dents since change in the social and economic world occurs
> more rapidly than do our means to make adjustments [Digneo
> and Shaya, 1965: p. 11].

The above statement seems to reflect accurately the concern of those

involved in the information service aspect of the guidance and counseling pro-

grams. Ways of keeping current vary in rural areas; however, as is evidenced

by the preceding examples, the utilization of multimedia and field experiences

play important roles.

Additional projects are described in Location of Shared Services (1969)

which utilized a variety of techniques to develop guidance and counseling pro-

grams designed to improve the ability of students to function. For example,

"Pupil Personnel Services have been introduced in a rural area characterized

by a high dropout rate and low-level parental aspiration" in South Carolina.

> Special programs are provided to assist teachers, students, and
> parents in helping the students achieve their potential physically,
> socially, mentally, and emotionally. The programs include counsel-
> ing, testing, speech correction, remedial and developmental reading,
> physical education, health services and education, psychological
> services, social services and special instructional services. A
> kindergarten program has been introduced. A pupil-oriented curricu-
> lum has been developed, which will focus on early identification
> of interests and needs of all pupils. An elementary guidance pro-
> gram has been instituted. Parent counseling is provided on a limited
> basis. Emphasis is placed on vocational exploration through audio-
> visual presentations and instructional materials, as well as
> through field trips to local industries. Individual pupil data is
> studied and research expanded in such areas as selective service
> failure, dropouts, occupational choices of graduates, and relation
> of socioeconomic status to school failure. Inservice training is
> intensified, and visitations to other programs have been made.
> Adult education below grade 8 is offered [No. 117].

In Tennessee, "inservice training, vocational guidance, and cultural enrichment is provided...to create a more effective learning environment for students in a sixteen-county sparsely populated, rural mountainous area." Principals and teachers participated in a three-week summer workshop, the goals of which were

> (1) to encourage reassessment of their attitudes concerning professional responsibilities toward the student, and (2) to foster attitudinal change when indicated. Participants are involved in the identification of pupil behavior problems and the development of solutions to meet them. Guidance and counseling services were introduced in one elementary and one junior high school, with one counselor provided for each 200 students. The counselor (1) works with students individually and in groups, (2) familiarizes school faculty with the program, (3) developed a library of vocational films and literature, and (4) works with parents in assessing student needs. Creative development in art, music, and drama has been implemented through the employment of one teacher for each field in two elementary schools and one high school. Each teacher works with community groups at least two nights a week to stimulate interest in the program. Exhibits of arts and crafts, and live performances in music and drama provide further opportunity for aesthetic experiences [No. 137].

Also described in Location of Shared Services (1969) are programs employing mobile counselors and counseling centers. In Arizona:

> Itinerant psychological services are provided to school children, including those who are emotionally disturbed, mentally retarded, or physically handicapped. The program tests the feasibility of providing services to thirty-five separate school districts in one county, including many two, three, and four-room schools in a 6,256 square-mile area. Methods used by psychologists and social workers include referral, intensive individual study, home visits, follow-up and research. Administrative. health, and attendance personnel, along with teachers, counselors, and parents are involved in producing an adjusted educational program to meet the needs of individual children [No. 64].

In Maine:

> A mobile unit has been established to provide guidance and

counseling services to students in grades 1-8 in a rural area....
Emphasis is placed on (1) comprehensive guidance, counseling
and home visits through a planned program of social needs devel-
oped cooperatively with parents, families, and social community
agencies, (2) remedial instruction, (3) special programs for
academic subject fields, (4) cultural education; (5) study areas
and library services for after school hours, (6) new media,
(7) special education, (8) community involvement, and (9) gen-
eral followup of students in the area of continued schooling
and vocational choices [No. 102].

In North Dakota:

Guidance and counseling services for elementary school chil-
dren have been introduced in a rural area through the use
of a mobilized unit. Emphasis is placed upon parental coun-
seling of both elementary and preschool children, including
home visitations by guidance personnel. The preschool guid-
ance program is designed to (1) assess the socioeconomic and
educational background of children, (2) alert the school to
special emotional or medical problems which these children
may have, and (3) assist parents in understanding the value
of a good education for their children. Films, books, and
other guidance materials are offered to parents. The guid-
ance program for elementary schools is oriented toward self-
discovery, adjustment, and awareness of the world of work.
An interdisciplinary approach, stressing occupational infor-
mation in the study of history, geography, and social studies
is utilized. Inservice training programs...are offered to
acquaint teachers with the philosophy and methods of elementary
guidance [No. 134].

The advantages of providing itinerant counselors and mobile counseling

units are advanced by Hutchinson (1971), who felt that his most effective coun-

seling relations had been established with clients who did not perceive him to

be part of the establishment. He presented a strong case for the counselor

who works outside the traditional school setting. "Perhaps the worst counselor

dilemma surfaces in the school setting where the counselor is torn between re-

sponsibilities to clients, teachers, and administrators, and parents. Many

of these responsibilities are not compatible. A counselor who is responsible

for scheduling, discipline, writing recommendations, hall duty, and teaching

is commonly perceived by the client as one who is there to shape and control rather than as a person who can manifest empathy, warmth, and genuineness [p. 214]."

However, there are also advantages to having a resident counselor--he is there when the students need him; and he knows the school, the parents, the teachers, and the students and their needs. The resident counselor is more able to give truly personal service. However, regardless of whether the counselor is assigned to one or several schools, the aims and functions of the service are the same.

An important point is made by Robinson and Schmitt (1971), whose ideas are often generalizable from the disadvantaged rural and small school students about whom they usually speak to the more advantaged students in the same setting. They point out that "a new type of counselor is needed who is prepared to provide direct and practical assistance on everyday problems, i.e., resolving teacher-student conflicts, helping with health needs or family crises, securing emergency funds, and obtaining immediate legal services [p. 11]."

A practical, down-to-earth counseling approach is needed in rural areas and small schools where students do not have access to a variety of experiences or opportunities.

Group Procedures. Not much has been written about specific group procedures for small and rural schools, although many of the reports from counseling and guidance programs in these schools have briefly mentioned that group procedures were utilized. Those involved in the Monroe, Washington, project (Elementary School Guidance, 1968) probably reflect accurately the feelings of most of those who used group procedures:

30

Group guidance is an effective and necessary part of the program. Groups are formed for a number of purposes which might range from study skill through problems of social and emotional adjustment.

Contact through the use of groups maximizes the number of students who may benefit from the services of the guidance person and can be used as a vehicle for role playing, psychodrama, and other techniques calculated to allow the group and individual to work through a problem to a successful solution.

Group guidance aids the normal child. A program which conducts all its guidance activities on an individual basis usually gives too little attention to the normal child. Although this...child is usually able to solve most of his own problems through his own efforts, he may not be getting the attention he deserves. Through group guidance he can be given the information and direction he wants and needs [n.p.].

The Follow-up and Evaluation Program. Because the notion of accountability is so much on people's minds, research and evaluation must be considered in any educational program--and especially in a guidance and counseling program since, unfortunately, such a program is sometimes considered a "frill." Again quoting from the Monroe, Washington, project:

Any ongoing and vital program must be flexible to the extent that it can encourage feedback and alter program objectives in light of these findings....

Two objectives to evaluation are seen: (1) evaluating the efficiency of measures taken to meet needs and altering the program to fit more closely, and (2) evaluating the structure of need and reorienting the program to meet new forms of need.

Direct service to children lends itself to clinical measurement. This includes empirical measures of achievement,...and observation of improved functioning in a host of areas....

In the project there is provision for original research. This permits the testing of hypotheses with respect to counseling technique, group guidance activities, diagnostic techniques, learning theories, etc. [Elementary School Guidance, 1968: n.p.].

Periodic meetings of the program staff with the consultant provide for the opportunity to review [the] program, plan for the future, and revise [the] program as necessary. This consultant time is also used to: (1) determine short-term goals for the program with the administrators of the cooperative districts; (2) perform in-service consultation with the teaching staff concerning classroom management techniques and practical application of learning theory; (3) contact individual and small

groups of teachers concerning specific management techniques, understanding individual differences and recognizing signs of emotional disturbance; (4) review and evaluate appropriate involvement of various referral agencies; and (5) consult with individual counselors and [the] school psychologist concerning particular emotional, academic, and social problems and development of the role and function of the elementary counselors [Elementary School Guidance, 1968: n.p.].

Organization and Implementation Patterns of Guidance Services

Identification of Needs. When organizing, revising, or implementing guidance services, the first step is to identify needs. While many needs are specific to particular schools and pupils, some general statements can be made. For instance, Drier and Jepsen (1971) suggest the following:

> The wise selection of training and work roles by young people is important to both the selector and society at large. Economists continually remind us that intelligent utilization of human resources is vital to national progress on all fronts. Behavioral scientists point out how important work is as a source of satisfaction for individual human needs. Nevertheless, it is apparent that the outcome of past decisions has not always pleased individuals or society.
> The problem is especially acute in rural areas....Studies have shown, to an alarming degree, unrealism in the occupational expectations of rural youth which undoubtedly reflects inadequate cr complete lack of competent vocational guidance [p. 1].

Hughes and Spence (1971) believe that

> the local public schools' educational programs should be determined by the needs, interests, and capacities of the clients. To a large degree, however, these programs are determined by the attitudes of local administrators, teachers, school board members, parents, and other adults in the community.
> Public reluctance to support better educational programs is not a factor inhibiting professional staffs which are eager to change. The local school administrator may be a key factor for change....He is powerful...because he is in a position to marshall the necessary authority and to exert the necessary leadership to facilitate decisions for change. Once a decision

for change has been made, he must also provide necessary support
(staff, materials, time) if the change is to become permanent
[pp. 25-26].

The assessment of needs in a particular school ideally should involve
everyone who will be involved in the program--school personnel, parents,
people in the community, referral agencies, and the children themselves.
Probably, no program will be able to satisfy the needs of everyone; but with
careful and thorough planning, much progress can be made.

Public Relations.   Good public relations can be very important in deter-
mining the success of a program. Hartenberger and Rothrock (1970) have outlined
12 "ground rules" for implementing change and for involving the community.
These rules are designed primarily for the administrator.

Ground Rule 1

Identify 15 to 25 opinion leaders from the school attendance
area you want to improve and get them involved right off the
bat. An opinion leader is a person whose story at least five
other community members would agree to be "gospel truth." It
also helps if he or she is an innovating kind of person and has
shown some kind of interest in school problems.

Ground Rule 2

Make sure your opinion leaders are a mix from the community.
These include:

Students	(2 or 3)	
Teachers	(3 to 5)	PER 500 STUDENTS MAXIMUM
Parents	(5 to 8)	
Non-parents	(4 to 8)	

. . . .
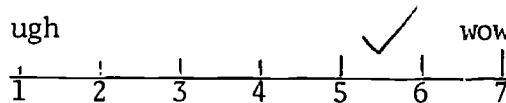
Ground Rule 3

Make sure you, your staff, and your outside help (consult-
ants, State Department people, etc.) speak plain English when
working with community people. Talk about what you can do
for kids, not "educational outcomes".

Ground Rule 4

Know the _real_ world you administrate in. Remember, change begins with what your community is truly like, and with what the _people_ _want_. You get into trouble by beginning with what _you_ want the community or program to be.

Ground Rule 5

All planning and decision-making should be in writing. Concensus among your group of opinion leaders can continually be identified by having each member check a simple evaluation form such as

```
ugh                              ✓    wow
 |    !    |    |    |    |    |
 1    2    3    4    5    6    7
```

Be smart; don't move on any idea that averages below 5.

Ground Rule 6

Make the work fun. You make work fun by giving everybody a piece of the action (involvement). Also, take care of the simple needs by supplying plenty of goodies (refreshments, soft chairs, no ties, etc.).

Ground Rule 7

The group's "common sense" plan for change should override administrative textbooks or outside consultants.

Ground Rule 8

Informal communications (i.e., each opinion leader is responsible to contact ten or more friends and give them the "word") will support the change far better than formal communications (PTA meetings, news articles, etc.). Use both on a planned basis.

Ground Rule 9

Don't do work _for_ your opinion-leader team. Instead, provide _training_ for the group in:

        Problem identification
        Diagnosis of problems
        Problem solving
        Writing objectives behaviorally
        Giving priority to group values
        Identifying groups for specific tasks

Planning for implementing
Evaluating on lay terms
Listening and communication skills.

Your team without the above skills will force you to become
a zoo keeper. Nothing is more disastrous than a group of emotion-
ally committed rural people organized for doing a job, but lacking
the above stated skills. On the other hand, when you provide them
with a chance to gain and use the above skills you can bet you'll
reflect in the glory of a great job they will do helping your
school improve.
...One word of caution here. There are plenty of good trainers
around, but also some phonies, so make sure you go through a
legitimate education organization in getting names. The few seed
dollars your district spends on training will pay big dividends.
Besides, using an outside trainer allows you to become a "learner"
right along with your opinion-leader team. (You'll be surprised
what a nice bunch they are when you're sitting among them rather
than standing in front of them.)

Ground Rule 10

Don't break the law, or even stretch the truth. Laws are
usually so loosely written that they're easy to stay within.
Besides, the lawmakers (State Departments, etc.) are as inter-
ested in meaningful change as you are. If you have a good idea
and involve them in the planning (piece of the action again),
they'll usually make exception, or better, change the bad law.

Ground Rule 11

Be open and honest. No confidential information. How can
you use confidential information? You can't--constructively!
Besides, if you're like many school administrators, you're liable
to forget what was confidential and tell it. Betraying somebody
you're working with will ruin the trust level and you must develop
a high level of trust among your opinion-leader group.

Ground Rule 12

Get your opinion group to add any other ground rules you need
in order to operate effectively.
Still reading me? If you feel some of the above makes sense,
but really want to get your feet wetter before you start any
change process, take a look at some of the following writing:

For Ideas................John Gardner's Excellence...
Can We Be Equal and Excellent Too?
Also his Self Renewal. Herbert
Thelan's "Education and the Human
Quest"

> For Organization...Richard Schmuk's article in the
> Journal of Applied Behavioral
> Science, Volume V, 1969.
>
> For Checking Your
> "Real World".......Lawrence Peters' Up the
> Organization.[1]

In the guidance program described by Hilverda and Slocum (1970),

> a Guidance Advisory Committee was formed to aid in coordinating
> and organizing a sequential program and to inform parents and
> community leaders. The committee was composed of representative
> teachers from the primary, intermediate, junior high, and high
> school levels. Also included...were the immediate past presi-
> dent of the PTA and community leaders representing different
> segments of the population. Regular monthly meetings were
> scheduled and such topics as An Overview of Testing and Evalua-
> ting Students' Progress were discussed.
>   A public relations program using various news media was
> developed....The director and other school personnel met with
> organizations and service clubs to explain the project [p. 67].

The activities helped overcome resistance to implementing a new program.

Resistance to change is a fact of life, and ways of dealing with it should be

built into new programs if they are to progress smoothly.

Rogers and Svenning (1969) make the following suggestions about gaining

community support for new programs through the use of community forums.

> Group forums may be one way of involving citizens of small
> communities. Radio, television, films, or printed programs
> generated from a regional source might concentrate on describ-
> ing various innovation efforts by schools within that region.
> If individuals in the community can be brought together on a
> regular basis to listen to or view a program about educational
> innovation, they are more likely to become involved in support-
> ing such innovative ideas in their own schools. There is, we
> feel, incipient interest in educational innovations in small com-
> munities; the forum approach offers one means to capitalize on it.

[1]Reprinted from "A Change Recipe for Small Rural Schools," The Bulletin
of the National Association of Secondary School Principals, LIV, 348 (Oct.
1970), pp. 90-93. Permission to reproduce this copyrighted material has been
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There are several ways that a school administrator can
organize such forums. He can use members of his teaching
staff as group leaders, bringing the teachers in closer
contact with the community. He can have the forums meet at
schools so that following the forums, a larger community meet-
ing can take place. He can structure the forums so that they
meet in local homes, and the media channel can be printed
materials or short speeches or films.

In all of these alternative approaches, the media forums
capture the advantages of both mass media and interpersonal
channels of communication. They enable school leaders to inform
citizens about educational changes, and at the same time, en-
courage widespread participation in school decision-making.

Small and rural schools are in a unique position to gain
community support for innovative programs. The small size and
tight-knit nature of these schools could facilitate open dis-
cussion of school problems and ways to meet them. But this
unique advantage for rural schools is not realized unless a
concerted effort is made to channel community support [p. 24].

Inaugurating a Guidance Program.   Norman and Flanders (1969) describe a

guidance program financed under Title III in Cookeville, Tennessee, in rural

Appalachia.   The following goals were listed:

(a) To provide a model program for nearby school systems to
observe and emulate; (b) To help Upper Cumberland children see
more relation between school and work, and to help them learn
more about different vocations; (c) To help teachers and
administrators use pupil test data more effectively; and (d) To
promote study toward developing a more relevant curriculum.
Implied in the program's objectives was reduction of pupil drop-
outs....The idea of quitting school no doubt often forms in
elementary school and is reflected in high absentee rates among
rural children [p. 371].

The five junior high and two elementary school counselors employed by the

program were not readily accepted by the other faculty members primarily because

they had been "brought in and set up as a group--superimposed on the existing

structure [p. 372]." However, communications improved, and by the year's end

counselors at both schools reported almost complete acceptance and "very

positive responses from their faculties [p. 372]."

At the start of the program, there was frequent concern as to whether

the counselors involved would find enough to do. The work records indicate
that this concern was unwarranted:

       3,445 interviews with individual children.
       1,547 group counseling sessions.
       529   visits to pupils' homes.
       876   conferences with teachers.
       348   telephone interviews with parents.
       619   letters pertaining to the counseling program.
       1,856 tests given pupils.
       1,141 cumulative records updated [p. 372].

The counselors involved a number of community agencies in aiding the
students. The churches, local service clubs, county health department, juve-
nile court and probation office, and local welfare office all contributed to
the success of the program. Even the hairdressers' association participated
by having its members style girls' hair to stimulate pride in personal appear-
ance. The state employment agency helped the counselors to find part-time
jobs for students.

One of the projects of the counselors was to involve students in a
Career Fair. The students researched occupations in which they were interested
and prepared exhibits. The fair, to which visitors were invited, was aimed at
enhancing participant's images and improving their self-concepts, as well as
providing occupational information.

An especially effective aspect of the demonstration program was orienta-
tion to junior high for sixth grade pupils. The elementary and junior high
counselors cooperated in this effort. Students already in junior high were
used as guides. The sixth graders were given a general orientation to the
school, were told how junior high differs from other levels of school (elemen-
tary and high school), were presented a handbook of information about the school,
and were served refreshments.

The junior high counselors also helped prepare their ninth graders for high school by discussing sophomore course offerings and by suggesting possible majors available to high school students and the courses the students would especially need in order to prepare for different careers. During the first year of the program the drop-out rate at the junior high level had been cut by nearly one-half. While it is not definite that the demonstration program was responsible, it is likely that it had some effect.

> At the end of its first year, the...program had at least partly met all of its objectives....
> There was a real effort to help pupils learn more about the workaday world, evaluate their capabilities, and see a meaningful relationship between jobs and books [Norman and Flanders, 1969: p. 363].

> Further evaluation now seems likely to reinforce the belief that adequately staffed counseling programs, based on high professional standards, indeed are basic to coping with the problems of rural mountain children in Appalachia and to improving their chances for a better life [Norman and Flanders, 1969: p. 374].

In their innovative guidance program, Hilverda and Slocum (1970) reported that efforts were made to integrate guidance into curriculum units, "thus providing an organized, sequential, developmental approach to pupil personnel services [p. 67]." The counselor and other resource personnel assisted with inservice training of teachers to facilitate the process.

Learning was not always confined to the classroom; instead, a variety of school and community experiences were used as vehicles for instruction. For example, sixth graders were involved in a unit entitled "Exploring the World of Work." Included in the unit's activities were preparing a job survey of the town and reporting on "our parents at work." The integration of the guidance program with the total curriculum required that the superintendent,

principals, teachers, and students all participate to make the program a
success. The counselor "prepared weekly bulletins reporting the progress of
the program and the roles specific teachers played in its development [p. 67]."

Differentiated Staffing. Because a guidance and counseling program is
concerned with the whole student, all school personnel, directly or indirectly,
have a role to play in the establishment and operation of the program.

Regarding personnel, Achilles (1970) says that "educators have been slow
to take advantage of some of the innovations that are in wide use in society;
e.g., the reluctance of teachers to make full use of various media, of computer
technology, of new techniques in communication and analysis of behavior, and
the development of new organizational or staff relationships [p. 11]."

While it is true that the staff of rural and small schools do face ser-
ious limitations, often resources are not fully exploited and old ways are
retained due to force of habit.

A very important person in the development and implementation of programs
is the school administrator. Brown and Srebalus summarized the functions of
general administrators in guidance in the following manner:

SUMMARY OF DUTIES OF GENERAL ADMINISTRATORS[2]

TYPE OF FUNCTION	SPECIFIC FUNCTIONS OF PRINCIPAL	SPECIFIC FUNCTIONS OF SUPERINTENDENT
SUPPORTIVE	1. Be sensitive to needs of children. 2. Advise on budgetary matters.	1. Be sensitive to needs of children. 2. With Board of Education make budgetary considerence.

[2]Reprinted from Contemporary Guidance Concepts and Practices: An
Introduction, Dubuque, Iowa: Wm. C. Brown Company Publishers, 1972, p. 87.
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(SUPPORTIVE)

3. Give special attention to daily decisions which effect guidance services.
4. Recruit staff carefully.
5. Provide in-service education.
6. Insist upon evaluation.
7. Provide democratic atmosphere.

3. Recruit staff carefully.
4. Provide a democratic atmosphere.

CONSULTIVE

1. Consult with parent groups about operation of school and programs.
2. Maintain high level of knowledge of guidance programs by consulting taken [sic] with staff, literature, etc.
3. Consult with staff regarding expectations of guidance program.

1. Translation of policy, budget, etc. into meaningful terms for guidance.

REFERRAL

1. Referral of problem children.
2. Referral of teachers and others who need assistance.
3. Referral of parents who need assistance.

1. Referral of teachers and others who need assistance.
2. Referral of parents who need assistance.

SERVICE

1. Be directly involved in evaluation.
2. Provide guidance services through good instructional leadership.

A program in Monroe, Washington (Elementary School Guidance, 1968), directly involved teachers. The rationale was that

> Since the primary purpose of the guidance program is to facilitate the basic function of the school, that of instruction, it logically follows that the classroom teacher plays an important role in offering guidance services to pupils....
> The result of in-service training is developing improved guidance by teachers. The program attempts to assist teachers in dealing with guidance problems at their level of demonstrated competency and strives continuously to raise the level of competency of the teacher [n.p.].

Writing primarily about disadvantaged rural youth, Robinson and Schmitt

(1971) discuss the importance of the teacher:

> Without question, the teacher of the rural disadvantaged
> is the key person upon whom educational success depends.
> Acceptance, respect, compassion, empathy, and understand-
> ing represent the central core for effective teaching of
> rural youth and adults. Credentials and mastery of peda-
> gogical skills appear to be less important than commitment
> and sensitivity to the unique needs of the disadvantaged
> student [p. 8].

In a discussion group report concerned with improving vocational counsel-

ing for rural youth (Brobst, 1970), it was stated that

> teachers of rural students who are used in the area of
> vocational guidance should:
> 1. Be competent in subject matter and work skills in
>   their vocational specialization.
> 2. Be interested in working with young people in rural
>   settings, who may not be interested in staying "on
>   the farm" or because of lack of jobs must leave
>   their hometowns.
> 3. Possess the ability to seek and find techniques to
>   communicate with all rural students.
> 4. Possess skill in presenting goals to the rural
>   students and in helping them to meet vocational
>   and educational challenges.
> 5. Offer in-service training to help them understand the
>   rural way of life.
> 6. Be willing to use instructional materials geared to
>   the rural students in understanding the world of work.
> 7. Possess skill in working with students to build up
>   their self-concept, to help them understand their
>   strengths, and to channel these strengths in productive
>   directions [p. 39].

Guidance Facilities. Adequate guidance facilities are an important part

of the program. Space and materials should be adequate for unrestricted use

of the services of the guidance and counseling program of the school.

One school district (Pupil Personnel Services, 1968) utilized a "Mobile

Counseling Unit" consisting of

> (1) a ten foot by forty foot trailer containing three counsel-
> ing offices, occupational and educational information files,
> two testing booths, a reading room and a reception area, (2) a
> two ton truck, (3) the office equipment, (4) library materials,
> (5) test files, and (6) electrical equipment....Three additional
> trailer-offices were purchased....
>   The four units were assigned to the various schools on a
> rotational basis....
>   A Director of Pupil Personnel was employed with part of his
> duties being to serve as a coordinator of the counseling activi-
> ties of the four units. He was responsible for the assignment
> of counselors to units and the scheduling of the various units
> to...schools. He was responsible for maintaining a high level
> of professional counseling and for the conducting of in-service
> training of mobile unit counselors and area counselors [pp. 5-6].

Specific facilities used in the resident counseling center in Kimberly,

Idaho, included

> wall racks, open occupational files, large bulletin boards,
> and a variety of audiovisual aids [which] were easily acces-
> sible for students to use without adult supervision. A large
> conference table provided a setting for friendly group
> sessions....Up-to-date occupational materials were displayed
> in open career kits and wall racks. Students checked out and
> and returned materials and equipment without supervision.
> Catalogs and pamphlets of colleges, trade and technical
> schools, armed services, correspondence schools, and other
> institutions were displayed. Books for different age levels
> and on a wide range of career fields were placed in portable
> bookcases for use in the classrooms. Portable files on educa-
> tional and occupational information were also available...
> for grades 1 through 12, an occupational folder was designed
> and printed for each student. Included in the folder were
> summaries of individual and group activities on self-evaluation,
> interests, goals, and occupational exploration [Hilverda and
> Slocum, 1970: p. 68].

The above are examples of two programs. A school could assess its resources

and needs and make inclusions or exclusions as necessary.

Communications.   Communications, records, and reports are a vital concern

in the counseling and guidance process. Keeping student files up to date may

not be the most exciting part of the counselor's job, but it is essential to

maintain current material regarding students' needs and progress.

There are many report forms in use, and perhaps students could keep their own school records--as has been done in some schools. Whatever the procedure decided upon, the school should adopt a method to suit its individual needs.

In a project previously mentioned (Pupil Personnel Services, 1968), effective communication between the schools and the counselors was stressed. Prior to the arrival of the Mobile Counseling Center, a codirector of the project visited the school staff. He reviewed general operating procedures, distributed materials to the staff, and arranged speaking engagements for the mobile staff at PTA or community service group meetings. "This procedure proved to be quite effective in improving the working relationship between the local schools and the [Mobile Counseling] Center staff [p. 7]."

Other procedures to provide feedback in the Bloomington project included the following:

> During the final day at each school, a conference was held
> with the local counselor, and in some instances, the princi-
> pal, to discuss noted strengths and weaknesses of the current
> local program, and possible steps that might be taken to improve
> the effectiveness of the existing program....
> Special attention was also focused on students that had been
> referred to the Mobile Counseling Center by members of the teach-
> ing staff. After working with a student...and with the student's
> permission, careful attention was devoted to providing some
> possible guidelines for work with this student in the future.
> An emphasis was placed on trying to help the teacher develop means
> of helping this youngster within the classroom setting. In some
> cases where special problem students were involved, referrals
> were made to the school psychometrists or to other outside
> agencies [Pupil Personnel Services, 1968: pp. 8-9].

From the above report, it appears that communications within school districts may be quite effective. However, it has been noted that there is a

> need for a more highly developed channel of communication
> among rural educators. While projects were located which
> were, in fact, providing stimulating and exciting educa-
> tional programs, only a limited number of their colleagues

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were aware of those programs. ERIC/CRESS (Clearinghouse
on Rural Education and Small Schools) is apparently making
some inroads into this problem....Regional Educational Lab-
oratories are also making extensive progress in reducing
the communications barrier, but it is evident that much
remains to be done [Project Report, Rural Shared Services,
1969: p. 122].

Inservice Education. Severinsen (1967) reported a workshop in vocational

education in which a special effort was made to obtain consultants experienced

in the areas on which they were to speak. Trades and technical occupations

were emphasized, and topics were explored "in depth rather than breadth....

Each participant explored various possibilities for increasing the effective-

ness of their school's educational-vocational information service....The par-

ticipants also assisted in the development of the vocational information test

and a career questionnaire to be administered to students in their high

schools [p. 6]."

The participating counselors met on four Saturdays during the school

year. Activities included the sharing of ideas, a discussion of the problems

and techniques of guidance and counseling; and "in response to the counselors'

felt need for additional contact with the personnel practices of industry, a

plant tour of a local industry was arranged [p. 9]."

Severinsen reported that counselors expressed positive feelings about

the program and believed both they and their schools' guidance programs had

benefited. It seems likely that workshops such as the one described above

could be useful in stimulating guidance in rural areas, especially if sched-

uled just prior to the opening of school.

In his summary, Severinsen noted that "there seems to be clear evidence

that increased efforts can create changes in vocational knowledge, but there

is almost no evidence that the increased knowledge is associated with any changes in attitudes [p. 47]." Therefore, he recommended that all levels of counselor training (preservice and inservice) be concerned with techniques for dealing with student attitudes in addition to techniques to impart knowledge.

In a project reported by Chamberlain (1970), teachers received recertification credit for participating in an inservice training session which met after school each week for two hours during one semester. The teachers learned how to identify problems early, and how and when to refer children for help [p. 5]." They also learned about "mental health concepts that could be used effectively in the classroom....Teachers were provided a practicum experience in which actual cases in their classrooms were used as case studies for discussion with a consultant on a weekly basis [p. 5]."

The teachers were also trained in behavior modification techniques which could be appropriately applied to more easily remedied problems. In this way the school psychologist was freed to reach children with more difficult problems.

"An additional feature in the third operational year [of the program] were monthly in-service training and coordination meetings with personnel from other agencies in the region. These meetings provided an opportunity for upgrading the skills of staff members and other professionals. Consultants were employed to assist in putting over new testing or therapy techniques in day-long workshops [p. 11]."

Inservice education is especially important to rural schools which do not have the nearby facilities that their larger and urban counterparts do. Inservice education helps keep staff members up to date and gives them a

chance to hear about new methods which are working for others.

Community Resources and Referrals.   Achilles (1970) points out the
importance of community resources:

> Education cannot be seen in isolation; educators must use
> other social agencies and must refine a partnership with
> the private sector to provide youngsters with realistic
> educational opportunities. Program efforts must be coop-
> erative. This will be difficult....Educators must develop
> innovative approaches to utilization of the total resource
> allocation available to them; the classroom must expand
> into the community. School experiences must relate to
> real things and the spirit of discovery must be tied to
> an analysis of society's needs....
>
> In the last analysis, it is the personnel of education who
> must change and direct changes in the learning processes.
> If schools are to be significantly better, they must be
> significantly different [pp. 15-16].

It is suggested in Robinson and Schmitt (1971), in regard to disadvantaged

rural youth, that

> for supervised occupational experiences and counseling
> to be successful, the counselor must have entry to a wide
> array of supportive services such as those suggested by
> the National Committee on the Employment of Youth (1969):
>
> 1) Medical and dental examinations and treatment to
>   correct the high incidence of defects among the
>   disadvantaged.
> 2) Case work and psychiatric services.
> 3) Day-care services or baby sitters for the young
>   children of female students.
> 4) Legal services for dealing with policies and
>   related problems.
> 5) Transportation facilities...[for] travel to dis-
>   tant or inaccessible classrooms or jobs.
> 6) Loan funds for work-related emergencies, such as
>   lunch money, or money to purchase work clothes
>   and tools.
> 7) Welfare support and services.
>
> The supportive agencies must be held accountable for their
> treatment of youth referred to them [pp. 11-12].

In addition to community agencies, parents are an important resource in

any school program. According to the project report from Monroe, Washington, the

> purposes of contacts with parents are: (1) to gain infor-
> mation that will aid the counselor in better understanding
> the child, (2) to impart information to parents so that they
> may better understand and help their children, (3) to inter-
> pret the guidance program and other school practices to the
> parents, and (4) to involve parents in the guidance function
> and other programs of the school.
>
> Helping the parent to feel more adequate in his task of
> providing the proper learning environment for his children
> in the home has been an important objective of the counselor.
> Educated parents can facilitate the task of the school and
> insure the success of its educational program with the
> child [Elementary School Guidance, 1968: n.p.]

It is the responsibility of the teacher to be aware of the help he can

receive from personnel and agencies within the community and surrounding areas.

According to Mannebach and Mannebach (1969),

> it is the role of the teacher to be familiar with these
> services and know how to use them, either directly, or
> through the assistance of the social worker in the school
> or community....
>
> Referrals should not be looked upon by teachers as
> manifestations of personal or professional inadequacy,
> but as constituting a regular, acceptable technique of
> guidance. The teacher must realize that he cannot be of
> direct assistance to every individual; he cannot be all
> things to all people. However, if he is aware of the
> social services and sources of help available within his
> community and develops good relations with personnel in
> various agencies, then he will expand his effectiveness
> as a teacher and will provide a needed guidance service
> for his pupils [p. 31].

Because he has the major role in the counseling and guidance program, the

counselor must also be able to make effective use of all resources including

the school and community environment. Matheny (1971) suggests that "the

counselor must learn to make better use of school and community environments.

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He must be able to identify resources and arrange appropriate experiences
for his client within the school or community...[p. 439]. The community has
hardly been used at all in providing lifelike educational experiences. Only
recently has the school seriously experimented with moving out into the
community in order to make the curriculum more lifelike [p. 441]."

Funding. When organizing or revising any sort of educational program,
funding is of primary importance. Without the necessary funds, the project will
not be implemented. In his article analyzing current trends in Federal funding,
Achilles (1970) suggests some developments concerning rural education which he
believes will determine the allocation of Federal funds. He indicated that
in the past, scattered inputs of Federal funds have not resulted in much
noteworthy change. In the future, funds will most likely be allocated on the
basis of economic need and clearly defined project goals. One use of Federal
money and programs in the future will be to initiate new directions; and it is
expected that when a program proves successful, change will occur in other
districts through "diffusion, demonstration, and adoption [p. 11]."

Achilles feels that clearly defined program objectives, management and
evaluation techniques, and long range projections will probably be necessary
if a program is to receive serious consideration for funding. The current
emphasis on accountability demands that money be wisely and well spent. The
money required to hire experts is usually reflected in improved programs.

In addition to Federal funds, schools in one state or several states
may be able to purchase equipment and/or services jointly. Findings reported
in one paper

> indicate savings up to 25 percent on the purchase of audio-
> visual equipment have been realized by one project. In
> another, cooperative bid buying of school supplies has produced

savings of 6 to 12 percent.

> ...It can be shown that through cooperative purchasing--
> of a service or a commodity--the service can be made
> available less expensively, and frequently of higher
> quality, than would be possible by individual acquisition.

> Another option of sharing services includes the
> possibility of providing many of those services now
> being offered at a lower per capita cost, thus releas-
> ing previously allocated funds for the purchase of
> other priority items [Project Report, Rural Shared
> Services, 1969: p. 119].

Another source of funds is to be found in private foundations. Many exist-

ing programs are being financed through these sources.

Time Budgeting. The budgeting of time needs to be considered in the

development of all aspects of the counseling and guidance program. Depending

on the program, the number of students to be served, and other considerations

of individual schools, time and money will be spent according to needs and

resources of each school. An example follows of time and money utilization

for the inservice training of teachers. In the project reported by Chamberlain

(1970), consultants from a nearby university were paid "$75 to $100 per day,

plus travel and lodging expenses [p. 4]." In return, "the in-service train-

ing consultants made twelve consecutive weekly, one-day visits to their assign-

ed areas. On each visit, they spent from three to five hours in diagnosing

and observing students, and engaging in individual therapy with students.

Conferences were held with teachers to give immediate feedback regarding chil-

dren's behaviors and test results, and to make recommendations for the

remediation of problems [p. 5]."

Chamberlain suggested that it may be necessary for the rural school dis-

tricts to offer higher than the regular school salary in order "to entice

professional people who are normally attracted to urban areas [p. 13]."

Perhaps because travel to and from school may consume a great deal of the rural counselor's time, Chamberlain noted that "it is also expected that the dedicated school psychologist in a rural area will put in additional hours beyond the regular working day...and should be paid accordingly [p. 13]."

Models and Paradigms--A Synthesis

There are many procedures a counselor can utilize to facilitate the counseling and guidance processes. In planning a counseling program, successful techniques described in research findings should be combined with what the counselor knows about the general characteristics and the specific needs of his rural students. Further recommendations about counseling services include the following:

> Adequate facilities must be provided for the guidance services....The counselor should have office space which is large enough to accommodate his equipment and furnishings without crowding....The office should be pleasantly decorated and enclosed to provide privacy. Space should be provided for a waiting room....Arrangements should be made so that a room is available for such activities as group testing or use of visual aids....These are recommended as minimum facilities for maximum effectiveness.

> The counselor's schedule must provide adequate time for his specialized services....At least fifty per cent of his time should be allotted to counseling....The remainder... can be split into areas specific to the individual school situation. Included in this area are such activities as in-service training for teachers, case-study groups, and school-community relations. Whenever possible, the administrator should assign a member of the office staff to the counselor for his clerical work. This is essential, for the lack of such help has many times been a major factor in the disintegration of an effective guidance program.

> To maintain effectiveness, there must be continual

> evaluation of the guidance program....The school must know
> whether it is performing effectively if the program is to
> be truly functional....It is essential to know how the program
> works, to be aware of the results of the services. This can
> be done only if evaluation is based on pupil behavior change,
> as specified in the stated objectives of the program. This is
> a continuous process....The results of the evaluative process
> serve as the base for modification of the program and as a
> constant check on the reality of the objectives and of the
> guidance services [Wylie, 1962: pp. 97-98].

When setting up a counseling service in a rural area or for a small school,
it is essential, in order to insure whole-hearted acceptance of the program,
to consider the opinions of the community at large. According to Hughes and
Spence (1971), "one feature of small towns and rural areas which continues to
be highly valued is local control of its institutions....Developing out of
the desire to continue local control while at the same time achieving some of
the obvious benefits of the services of a larger school unit has been the
recent move toward the educational cooperative. It seems to promise hope for
the improvement of rural educational systems with less locally perceived
threat than the 'consolidated school' [pp. 43-44]."

The educational cooperative, or "shared services" as it is more commonly
known, refers to an activity in which an educational function is provided for
students through the combined efforts of two or more local districts. The
number and variety of services which can be shared is limited only by the
imagination of the personnel involved. In most cases, a small district could
not provide the service alone. Benefits usually include the following:

1. Shared services tend to involve the "isolated" administrator
   in finding new solutions to existing problems.
2. Shared services tend to create a renewed interest in education
   among citizenry of the community.
3. Shared services provide needed educational services for rural
   youth with no loss of autonomy to the local district.

Evaluation of individual projects showed:

1. Inservice training for teachers was more readily adopted as a desirable practice when districts cooperated.
2. The provision of guidance, counseling and social workers was regarded as significantly more valuable.
3. Teachers showed a greater willingness to accept and deal with new ideas.
4. School boards and teachers became more interested and dependent upon research for curricular and instructional decisions.
5. Significantly greater gains in achievement resulted for students [Project Report, Rural Shared Services, 1969: n.p.].

An informal evaluation of shared services was undertaken. It was reported that "although little statistical evidence exists to describe the outcome of shared service activity, that which has been generated demonstrates a move-ment of behavior in favor of the shared service....From interviews with more than one hundred and twenty persons judged to be conversant with one or more shared service activities, not one negative attitude was evidenced [Project Report, Rural Shared Services, 1969: p. 115]."

In the same report it was also noted that "if involvement and the pro-vision of services otherwise unavailable can be used as criteria, then shared services must be regarded as completely successful. The only factor detracting from this conclusion is the knowledge that many more services are needed for many more students and teachers than are now available to them [Project Report, Rural Shared Services, 1969: p. 116]."

The counselor who is part of a shared services program can, as was noted by Chamberlain (1970), play a special role. Because such counselors are not seen as part of the establishment, teachers and other school personnel as well as students may feel freer to confide in him. Furthermore, in a small town or rural area, persons are more likely to have social contact with a resident

counselor. Confiding serious personal problems to a social acquaintance could easily be a source of discomfort. However, one obvious disadvantage exists, as was noted previously. An itinerant counselor is not readily available as is a resident counselor. If possible, perhaps the school could have the services of both a resident and a nonresident counselor.

Regardless of the actual arrangements, a counselor must develop a feeling of trust among those he is to serve. According to Siegel (1969), the counselor must establish such a relationship

> with the faculty that the teachers will feel free to talk to
> him, voice their opinions, and seek his help when they feel
> the need for it....
> The counselor must be one who understands the background
> and training of the people with whom he works, must have
> understanding of their problems, and must comport himself
> in such a way that everyone knows that he really likes people
> and wants to help them help themselves [pp. 309-10].

She suggested that the counselor get out of his office and interact with students and staff and evaluate himself in the light of how he appears to others.

It is obvious that rural and small schools face severe limitations in the services that they can offer their students. McClurkin (1970) noted that "the more remote the small rural school, the more likely the teacher is to need supportive personnel and the less likely help is to be available. As one consequence, the gap tends to widen between small rural schools and urban, suburban, and large rural schools [p. 25]." Thus, the need for training programs for guidance specialists and counselors and for the implementation of such programs is apparent.

Hoyt (1970a) described "a variety" of guidance "technicians"; three whose functions seem especially appropriate for rural and small schools are presented here.

The [Outreach Specialist] could be trained in the area of
outreach and recruitment of the disadvantaged for vocational
education. His specific technical training would include
coursework in the culture of poverty, an understanding and
appreciation of the variety of opportunities in vocational
education, and basic guidance concepts related to freedom
of choice....
.This coursework, coupled with related academic training
and a liberal amount of supervised practice...,should pro-
duce a competent individual who could be employed as a mem-
ber of the guidance team but at a salary considerably lower
than that demanded by professionally educated guidance
counselors.

[The Data Gatherer] could be trained in local information
gathering. This person could render valuable service in
conducting local occupational surveys and in recording and
updating information regarding full- and part-time job opportuni-
ties, labor unions, apprenticeship councils, and vocational
training opportunities outside the public school setting.
.The...information to be collected could be put in a
standard data-gathering package which could be administered
in routine ways according to standardized directions.
Concentrating on information that was very timely...,
this technician could operate on a continuing basis, know-
ing that the information collected would be out of date in
a matter of months--or even weeks or days. His training
would focus on data collection procedures plus an under-
standing of the variety of settings in which he would
work to collect the data.

[The Follow-up Man] could be trained in follow-up
procedures....
The training for this job would concentrate heavily on
interviewing techniques and on procedures required to pro-
cess the follow-up data as they came in. It might...even
include the rudimentary skills necessary for electronic
data processing of such information...[pp. 64-65].

The advantages of utilizing the guidance specialists are listed by Hoyt

as follows:

.It would provide a viable way of carrying out basically
simple yet essential guidance procedures at a far lower
cost than would be necessary if professionals were assigned
to the tasks.
.It would give some assurance that these tasks, so often
left undone...,would...be carried out.
.It would provide possiblities for many new positions that

could be filled by disadvantaged youth.
.It would be the beginning of a career ladder concept in
guidance that would move up from technician to guidance
teacher, and finally to a specialist's position as a
vocational educator or guidance counselor [p.65].

Carey (1970) suggested that a specialist/coordinator could be employed

who

would work at the school or school-system level with other
guidance workers, administrators, and teachers....
     First, through inservice training he would demonstrate
the vocational guidance programs that could appropriately
be offered to all students. Second, he would be responsible
for coordinating those facets of the guidance program which
pertain to vocationally oriented students....
     The specialist/coordinator would obviously need a back-
ground of experience and coursework in the vocational aspects
of guidance, in vocational education, and in the interrelation-
ships among human development, education, and the world of
work [p.69].

Carey believes that differentiated guidance staffing would have the

following advantages:

1. It should result in more guidance services, provided to
   more people more effectively, than can be expected of
   a traditional approach.
2. It should result in more efficient utilization of personnel
   and consequently reduce the per-student cost of services.
3. It would provide a career ladder for guidance which would
   permit persons with a variety of backgrounds to enter at
   different points.
4. It should offer better opportunities for guidance person-
   nel, vocational educators and community resource person-
   nel to team up to create more relevant educational and
   career development programs.
5. It would lend itself to the kind of planning, evaluation,
   and accountability that is increasingly required in
   education [p. 69].

Writers in the field of guidance and counseling seem to agree that there

is a need for support personnel in guidance programs. Because many rural school

districts employ counselors who must work with the pupils in more than one

school, they especially need support personnel. Training procedures for those workers must be considered.

Haase and DiMattia (1970), have recognized that there is "a variety of opinion regarding the appropriate training and role function of the paraprofessional in counseling [p. 16]." This variety of opinion does not stem from "argument surrounding the need for support personnel, but rather from definitions of role, functions, and limitations imposed on the individual in the context of a paraprofessional position [p. 16]."

According to Haase and DiMattia, the American Personnel and Guidance Association (APGA) has suggested that

> training be specific and concrete, of limited duration, and
> aimed toward supporting, not usurping the responsibility of
> the counselor....Support personnel might operate under the
> aegis of both direct and indirect helping relationships.
> Direct helping relationships involve individual interviewing
> of a predominantly factual and information-gathering nature,
> presentation of information to the counselor and follow-up
> of clients, and the establishment of initial client rapport
> with the counseling staff....Structured discussion group
> leadership, observation and initial rapport with a group are
> seen by APGA as possible appropriate activities for support
> personnel. Indirect helping relationships revolve more around
> paraprofessional duties such as data-collection and analysis,
> clerical tasks, and preparation of informational materials
> [pp. 16-17].

They describe a training method, the microcounseling paradigm, which "was utilized in 3 4-hour segments to train paraprofessionals in the skills of attending behavior, expression of feeling, and reflection of feeling. Sixteen female subjects served in the project....Results showed that all trainees evidenced significant learning of all 3 behavioral skills in a short period of time. Significant pre- to post-treatment differences occurred on all criterion measures [p. 16]."

Included in the microcounseling paradigm described by Haase and DiMattia

are the following six steps:

1. An initial diagnostic interaction between trainee and another
   member of the group was videotaped.
2. A microcounseling manual describing and illustrating the skill
   of attending behavior was read by all trainees.
3. Models of both positive and negative attending behavior were
   shown the trainees and discussed.
4. The trainee's original tape was reviewed in a small group of
   trainees and comments and further discussion of the skill
   were introjected for each trainee.
5. A second five-minute videotaped interaction was completed by
   the trainee with a different second party.
6. The final tape was reviewed by the group and supervisor with
   the aim of sharpening the particular behavioral skill [p. 18].

The following three counseling skills were taught:

Attending behavior (basically the skill of communicating
attentiveness to another person) was the first skill taught
the trainees. The verbal and nonverbal aspects to be learned
were: (a) eye contact (ability to maintain adequate eye
contact with the addressee); (b) posture (being relaxed and
natural in the encounter); and (c) verbal following (ability
to "stay with" the other person's conversation without intro-
ducing new verbal data).

Expression of feeling is defined as the trainee's ability
to communicate clearly the way he feels about the topic under
discussion rather than merely reporting a verbal description
of that event. In essence, training in the expression of
feeling requires the trainee to discriminate between content
and affect, and to be able to accurately sense, identify, and
verbalize the affective component of a verbal message.

Reflection of feeling as a behavioral communication skill
is an important part of the communication process and indicates
to the addressee: "I understand what you are saying and how you
feel about it." The skill can further be described as a
behavioral component to communicating empathic understanding
[p. 18].

The utilization of the microcounseling paradigm led the researchers to

conclude with the following suggestion:

The microcounseling paradigm appears to lend itself particularly
well to training settings. First, the availability of immediate

visual, as well as verbal, feedback is an important adjunct
to the learning process. In addition, it seems to provide a
setting that maintains a consistently high level of interest
among trainees. The rationale underlying microcounseling--
training in specific, concrete, and digestible skills over
short periods of time--is entirely consistent with the guide-
lines set forth by APGA for the training of paraprofessionals.
Such a combination would suggest that microcounseling methods
might be employed with...success in the training of support
personnel in counselor education [p. 21].

Carlson, Cavins, and Dinkmeyer (1969), describe another program for

training support personnel which takes one school year to complete. During

this time, trainees are given "an orientation to the district and the local

referral agencies as well as visits to the district's five elementary and one

junior high school [p. 362]."

The first three weeks are spent in the classroom; instruction is given

by counselors, a psychologist, and a social worker. Emphasis is placed on

supervised practical experience, and the goal is to produce "a person capa-

ble of performing selected tasks to assist the counselor [p. 363]."

Practice situations are an important part of the training.

The use of simulated experiences provides the participant
an opportunity for practice prior to actual involvement in
a real situation. For example, before the guidance assis-
tants begin proctoring in a standardized testing situation
they are shown a five-minute video-taped segment of an
actual testing situation. During this video-tape they are
asked to identify 10 possible factors that may be affecting
the test results. Consequently, the reality of the on-going
school situation is brought into the training classroom
[p. 363].

Some specific activities in which guidance assistants would be involved

are listed below.

Involvement in data-collection for the counselor

1. Interviews the teacher for background data on students
    referred.

2. Observes the child in a variety of settings.
3. Synthesizes the material found in the cumulative and health folders.
4. Interviews the child to gather current data on interests, attitudes, etc., and to verify material found in the cumulative folder.
5. Integrates the data into a summary report for the counselors' use.
6. Does follow-up on students to reassess or offer a progress report to the counselor.
7. Collects anecdotal records.

Involvement in classroom analysis

1. Administers sociometric instruments to classrooms.
2. Scores and compiles results.
3. Communicates significant results to the counselor.
4. Offers interpretation to the teacher.

Involvement as a resource person

1. Evaluates guidance materials.
2. Obtains supplementary materials for children with special needs.
3. Obtains general developmental guidance material for classroom usage.
4. Interprets guidance services to teachers through their work in the classroom.
5. Offers information pertaining to policies and procedures of the schools to new families entering the community.
6. Reviews current literature for the counselor.

Involvement in individual interviewing

1. Obtains information from students in a structured interview as background information to be used and interpreted by the counselor.
2. Offers attention to those children needing support and reinforcement as determined by the counselor.
3. Works as a tutor in connection with the learning disabilities consultant.

Involvement in a classroom setting

1. Uses structured guidance material for discussion in the classroom.
2. Engages in group discussions within the classroom setting.
3. Supervises classes to provide release time for the teacher to work more closely with the pupil personnel worker in the team approach to guidance. [If the school does not have such a consultant, the guidance assistant could work with the teacher.]

Involvement in small group discussions

1. Leads developmental group discussions with a planned format.
2. Uses material developed for discussion purposes, i.e., filmstrips, role-playing, Random House guidance material.
3. Gives information as needed regarding such areas as orientation and articulation between grade levels.
4. Acts as a recorder in groups working with the counselor.[3]

Carlson et al. conclude by saying that

through the use of support personnel the counselor is afforded the opportunity to become a professional; he can function in a true counseling-consulting role.
    If guidance is to take on a vital role in personalizing the educational process, it must provide a developmental service for all students....The guidance assistant program is one solution to the challenge of meeting the expanded need for services [p. 365].

Hollis and Isaacson (1962) made some recommendations about how the counselor's time should be utilized. Three are presented here.

The counselor's time budget should consider all aspects of an ideal guidance program, so that no part of the program is left undeveloped or neglected.

Only the consideration of all possible professional activities in the school can lead to the selection of those efforts that are worthwhile....

The counselor's time budget should be a guideline for general operation, not an inflexible master to which the counselor is slave.

[3]Reprinted from Jon Carlson, David A. Cavins, and Don Dinkmeyer, "Guidance for All Through Support Personnel, "School Counselor, XVI, 5 (May 1969), pp. 363-64. Permission to reproduce this copyrighted material has been granted by the authors and by the American Personnel and Guidance Association to ERIC and organizations operating under agreements with the National Institute of Education, U.S. Department of Health, Education, and Welfare. Further reproduction outside the ERIC system requires permission of the copyright owner.

> The counselor should make a periodic evaluation of his
> time usage in relation to his budget.
>
> ...he should be concerned with the extent to which changing
> conditions necessitate some revision of his basic budget.
> New, unserved guidance needs may appear in the school, the
> counselor may gain increased competency, or the school admin-
> istration may decide to extend guidance services and time
> [pp. 89-90].

A Guidance Specialist for Small Rural Schools--A Training Paradigm.

According to the recommendations made by Brobst (1970) for setting up a

training program for guidance and counseling workers in small, rural schools,

the first step should be to arrange a meeting of local school administrators,

teachers, and counselor educators to discuss the needs of the program.

Selected teachers should be chosen and given time off from classes to serve

as guidance persons. Provisions for inservice training and workshops should

be made. Workshops could deal with such topics as "the processes of career

development, group guidance, communications, student assessment," and

interviewing procedures. Supervised practice with students would be an im-

portant part of the training. The use of vocational guidance materials,

including "slides, films, occupational abstracts and briefs, and data from

the State Employment Service [p. 60]," would be covered.

It is recommended (Brobst, 1970) that

> institutions preparing counselors are to be encouraged to
> provide at least four full summer sessions to enable the
> teachers who are committed to guidance to work toward
> counselor certification. The preservice and inservice
> programs are to be carried on over a four-year period.
> The evaluations of the program by students, parents,
> teachers, and administrators are to be undertaken at
> four-month intervals during the school year.
> An effort is to be made to get support from local and
> national funds to support the inservice workshops and off-
> campus courses for the teacher guidance workers....

It is proposed that the training of counselors be
strengthened by making available to them more extensive
knowledge about the world of work. In addition to courses
in all the aspects of obtaining and using job data,
internships should be available in various industries where
the counselors in training could learn at first hand about
jobs, the problems of the workers, and the problems of
management. Such experiences would be valuable to counselors
regardless of the settings in which they functioned.
It is proposed that research be continued into the whole
area of vocational development so that better understanding
can be achieved concerning the use of appropriate materials
at given levels of vocational development. If vocational
development is dependent upon changes in the individual as
a result of both external and internal influences, then an
understanding of the effects of these influences can fur-
nish the groundwork for a better understanding of the voca-
tional development process and the degree to which various
kinds of information can be used effectively at given
stages in the process [pp. 60-61].

Brobst feels that counselors and other personnel in guidance who serve

rural youth should possess certain characteristics and abilities. He lists

these characteristics as follows:

1. Counselors, para-professionals, and community service
    workers need to have broader understandings of vocational
    counseling, guidance, and placement procedures than many of
    such workers possess currently. In addition to having a
    fairly extensive knowledge of the world of work, counselors
    should have insights into the difficulties and limitations
    faced by both rural and urban youth in seeking employment.

2. The counselors must spend more time visiting local busi-
    nesses and industries, meeting with teachers and workers
    in rural areas, and interacting with all types of community
    resource personnel.

3. The guidance workers who serve rural youth must be knowl-
    edgeable of opportunities available in various vocational-
    technical schools currently developing and in operation in
    rural sections of the land, and understand how these programs
    may best serve individuals in meeting the challenges of
    the world of work.

4. If the counselors and other counseling personnel need to be
    upgraded to do the job more effectively they should be given

> (a) non-education occupational experiences through inservice
> on the job training and (b) exposed to further appropriate
> instruction in counseling skills at more advanced levels
> [p. 62].

Further recommendations about the training of counselors for small and rural schools include the following: "(1) experience in career exploration program development; (2) opportunity to refine consulting skills with parents, school staff, community leaders; (3) experience in utilizing various types of data and media to aid students in decision making; (4) supervised experience in more than one industrial setting; (5) opportunity to conduct and analyze community occupational and educational surveys [Brobst, 1970: p. 66]."

Thomas (1970) has indicated that a rural setting is unique in that a counselor in a rural setting is frequently called upon to provide a variety of services, which in an urban area would be performed by a school social worker. Thomas suggests, therefore, that the rural counselor's academic background be diverse and include study in the areas of anthropology and sociology.

In order for the school psychologist to establish himself, it is necessary that he actively involve himself in the community. In order to get referrals from parents and teachers, Thomas set up two programs. The first, an inservice training program for teachers, offered for college credit, sought to increase their awareness of the problems of students. The following health concepts were covered: "School Adjustment, Adjustment With Peers, Home and Family, Self-concept, School and Community, Motivational Considerations, Learning and Change, Intelligence and Intelligence Testing, School Achievement, Physical Growth and Development, Student Referral Form and

Sociometric Questions, Sociometric Data and Sociograms [p. 5]."

In addition to the training program for teachers, Family Communications Workshops were held in the evenings.

> Films and lectures were presented on such topics as Family
> Life, Family Behavior, Family Communication, or any topic that
> was requested. We also covered drug abuse and sex education.
> Films usually were shown as springboards to discussion
> groups that followed. These workshops proved to be an
> effective tool for breaking down prejudice and for informing
> parents regarding sound child rearing practices in the com-
> munity. A significant increase in the number of referrals
> were received after the Family Communications Workshop
> [p. 5].

Problems which present a real challenge to the rural and small school psychologist are those of developing trust and maintaining confidentiality, especially when working with groups. It is the responsibility of the psychologist to determine what kinds of things will be beneficial to reveal to the group and to see that students do not reveal things which could later be embarrassing. More intimate information should be reserved for individual counseling sessions.

"Another area of concern is the problem of making referrals to other agencies [Thomas, 1970: p. 9]." In many rural areas such referral agencies are quite limited; therefore, in order to maximize the number of services available, Thomas suggests that the psychologist work as closely as pos-sible with any other professionals or agencies working with students and their families in order to maintain a continuity of services.

A final observation made by Thomas is that in a small town or rural setting the counselor's personal and professional life are not easily sepa-rated. This fact offers a significant challenge to the counselor.

Procedures for Guidance of Students
in Small and Rural Schools

Kuvlesky (1970) writes that an extensive program for rural youth should

be concerned with establishing the following types of structures":

1. The development of a comprehensive program aimed at total
   human resource development, which will integrate vocational
   and personal counseling, development of educational options,
   placement in educational and vocational programs, and job
   placement.
2. To develop in the long-run programs to train counselors to
   operate this comprehensive guidance function--people trained
   to utilize information on youth's ambitions, abilities and
   skills, labor market needs and restrictions, and job place-
   ment techniques. In the short-run present teaching staffs
   should be encouraged to do graduate work in counseling re-
   lated areas and new teachers selected on their training and
   ability in student guidance.
3. To place an emphasis on education aimed at self-realization
   of the individual rather than on standardized, routinized
   processing of aggregates through school routines aimed at
   producing diplomas. Increase the opportunity for changing
   programs, provide highly personalized and individual stu-
   dent guidance, and structure opportunities for students to
   test their notions about life preferences in real situations.
4. Build more diversified programs aimed at preparing all
   youth for additional education after high school, includ-
   ing vocational training....
Obviously a good deal of carefully structured experimentation
coupled with honest evaluation research will be required to
find the best ways of accomplishing these ends and others
that may prove more worthwhile.
    You may not agree with all the suggestions I have offered,
but I hope that these will at least provide a framework for
thought and dialogue. I am convinced that we need changes
in our modes of developing the potentials of our rural dis-
advantaged, and soon, if our society is not to evolve into a
form of rigid stratification none of us want [pp. 18-19].

Brobst (1970) presents the following possibilities for developing and

expanding programs in rural areas, which could also be applied to small schools

outside the rural setting: This expansion could be done by

    (1) providing developmental programs of vocational guidance
    for grades K-12; (2) utilizing resources like educational
    -television and mobile guidance units; (3) using teacher
    guidance personnel, para-professionals, representatives

from industry, technical education, the federal cooperative
extension service, and youth organizations to perform certain
aspects of vocational counseling, advisement, and placement;
(4) providing facilities in cities where supportive person-
nel are available who can furnish counseling services to
rural youth living and working in urban settings; (5) develop-
ing a strong working relationship with the State Employment
Service in order to maintain current information on job
opportunities in the region [p. 66].

Activities which could be used in guidance and counseling programs for
these youth include the following, as suggested by Matheny (1971).

Interpersonal skills can be taught effectively through...
small group work. The guidance counselor should create situ-
ations wherein students can try out new social skills, gain
candid feedback as to the impact of their communication, and
practice understanding the other fellow. Teachers should
be encouraged to use the many group work activities of the
elementary classroom to help students discover who they are,
how they are alike and different from others, what they like
and dislike, and how to get along with others.
Role-playing is a useful technique in helping students
develop more adequate social behaviors, especially when per-
formed before an audience [Sarbin, 1965]. Such role-
playing may be supplemented by a modification of Kelly's
[1965] fixed-role therapy in which the student is assigned
a set of interrelated and internally consistent social
behaviors to be practiced both within the small group
and within his broader world.
The use of peer influence models...is also helpful in
assisting students to improve their interpersonal skills.
Students observing social models that demonstrate superior
interpersonal skills are better able to perform these skills
themselves. Other techniques useful in helping students
develop more effective social behaviors are gradated exer-
cises in assertive behaviors (Salter, 1949), removal of
fears through incompatible conditioning (Wolpe, 1958), and
the reading of selected novels and biographies [p. 443].

Toldson (1971) has made recommendations about what counselors can do to
communicate guidance services and to achieve maximum involvement in the
guidance program by all those concerned.

Teachers

1. Seek out teachers and suggest going to their rooms and present to their class educational, occupational, or personal-social information which may be relevant to current lessons or units being taught; in this way the students and teachers are both informed.
2. Whenever you receive new information from which students might benefit, make teachers aware of it. The best approach might be to introduce the subject in the teachers' lounge over coffee or around the lunch table followed by some official contact, either by letter, meeting, or person-to-person.
3. See if the librarian will permit you to set up an information area in the library. Such an area should be attractive and relevant to students so that it evokes their attention and curiosity.
4. Conduct in-service training and workshops for teachers, e.g., on mental health in the classroom, on teacher-student relationships, or understanding test scores, etc.

Students

1. Organize a students' guidance council; each room should be represented. The counselor could meet with these students to get feedback on the kind of information needed and also use these students as conveyors of the informational services to the students in their class.
2. Have a student serve as a guidance services columnist for the school newspaper.
3. Set up a counselor's bulletin board, conspicuously designed, containing pertinent information; this encourages students to see the counselor for further information.
4. Become acquainted with the student presidents of various organizations and teacher sponsors, and talk to them about information which you have that might be relevant to the goals and functions of their organizations.
5. Go to classrooms and discuss interpersonal relationships (parent-child, student-student, black-white, teacher-student, etc.) in regard to how enhancement and depreciation occur, and invite students to form groups and to visit the office for individual consultation.
6. Set up a counselor's mailbox to facilitate self-referrals and to make initial contact on the students' part less threatening.

Administrators

1. Most administrators are too busy to get involved in the routine of the counselor's day at work. They do appreciate

knowing what the counselor is doing and why. It might be
appropriate to invite the principal to attend one of your
group sessions with students, a diagnostic test-interpretation
session, a parent conference session, etc. He may not be
able to attend, but at least communication will have been
established and he is then aware of your efforts to con-
tribute to the welfare of the students.
2. Serve on curriculum planning committees to establish and
maintain the proper focus on mental health in learning.

Parents

1. Get invited to PTA functions, coffee hours, block club
meetings, etc., and show parents, through multimedia
approaches, how their children might be benefiting from
the guidance services.
2. Try to interest parents in forming groups to deal with con-
cerns that might evolve as a result of their children's
academic and social progress in the school environment.
3. Contact the editors of your local newspaper, neighborhood
papers, community organizational papers, cultural news-
papers, etc., to see if you can have a series of articles
printed in their papers explaining the guidance services
and how students are being helped by such services.
4. Periodically, develop and distribute bulletins or brochures
to parents, teachers, students, administrators, and com-
munity agencies. Describe current functions and proposed
services offered through the guidance program.

Community Agencies

1. The counselor should become acquainted with the directors
of all local youth-affiliated agencies. Inform them of the
services your program offers and encourage them to utilize
the program in any way they can in order to serve youth
better. A reciprocal referral source could possibly be
established.
    Implementing some of these approaches might eliminate the
vagueness that seizes the minds of listeners when such
words as guidance and counseling are heard.[4]

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[4]Reprinted from "Communicating Guidance Program Services to the Public,"
School Counselor, XVIII, 4 (March 1971), pp. 297-99. Permission to reproduce
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Conclusion

This chapter has presented a synthesis of the literature dealing with current guidance programs and practices in small and rural schools. The literature in this area is vast and indicates a number of viable innovations and practices in counseling and guidance services. A number of excellent suggestions for training guidance specialists for small and rural schools were found in the literature. Unique procedures especially for small and rural school students were reported.

Sybouts (1970) seems to adequately summarize guidance programs and practices in small schools when he writes that projects for small schools have included "small group techniques, flexible scheduling, shared services, programmed instruction, correspondence courses, filmed courses, ETV, tele-lectures, amplified phone seminars, [utilization of] community resources, film centers, and building design...[p. 118]."

Other practices which have described and which have proven success-ful in working with students in small and rural schools are the utilization of "traveling educational vans...; cooperative arrangements between school systems and industry...; and supportive services such as information centers, health care centers, and counseling centers...." Also, "seminars and community discussion forums provide a means of communications between the school system, the industrial sector, and the parents in identifying job clusters, skill requirements, and realistic occupational goals [Robinson and Schmitt, 1971: p. 15]."

In the next chapter, an interesting case study and model of a rural

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guidance program that grew significantly as a result of some excellent
strategies on the part of the counselor is presented. The case study repre-
sents a culmination in terms of what the literature search yielded with
respect to guidance programs and practices in small and rural schools.

III. RURALVILLE HIGH SCHOOL: A SMALL GUIDANCE
PROGRAM THAT BEGAN TO GROW WITHOUT
BECOMING BIGGER[1]

This is the case of a small rural school that after many years of
operation with a stable guidance program underwent a change in person-
nel and operation. The description covers the period of stability and
the process of change with the emergence of a new, ongoing program.

Some Impressions

Ruralville High School is located in a town of about 3,000 people in
the Great Plains Area. About 400 pupils are enrolled in grades 9-12. Pre-
vious to the construction of the high school ten years ago pupils attended
one-room schools or, in some cases, a small make-shift high school that
included students from several districts. The idea of a consolidated school
had been advanced unsuccessfully for many years. With rising costs, there
was a general agreement that a new high school "would pay for itself."
Students are now bussed to the school from a radius of 40 miles around
Ruralville.

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[1]Reprinted from Edward C. Roeber, Garry R. Walz, and Glenn E. Smith,
A Strategy for Guidance, A Point of View and Its Implications (New York:
The Macmillan Co., 1969),pp. 247-65. Permission to reproduce this copyrighted
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> It is apparent that the community has not given a high
> priority to education. A successful school program
> requires the best efforts from the school leadership to
> assist the community in translating their interest and
> support for education into an active participation in the
> development of the school system.

The economy of the region is almost entirely based on agriculture. When

the weather is good, the region experiences a mild prosperity, but during dry

years many of the farmers go into debt and foreclosures multiply rapidly. The

area is classified in the state capital as "rock-ribbed Republican," having

voted Republican in both state and national elections for the past thirty years.

The people are predominantly of Scandinavian and Germanic background with Protes-

tants the largest religious group.

Accreditation teams that have visited the school have commented favorably

on many aspects of the school operation. Staff and student "morale" seems high,

and there is an unusually effective use of available resources. The school has

not, however, been able to earn North Central accreditation because of the

large number of teachers on provisional certificates, the small and inadequately

staffed library, and the limited course offerings. Several state department

people have worked in the area and have noted that the people "...seem interested

in education but not in schools or teachers."

The school staff is split into two groups, an older group of teachers

who were born nearby and intend to stay, and a second and smaller group of

young teachers who frequently grew up in more populous areas and are intend-

ing to leave when the "right job" comes along. Relations between the two

groups were described by one of the younger teachers as "...proper, but hardly

friendly or cooperative. You had your own group and you stayed with it unless

there was some compelling reason for you to work with the other group. When

we were together, we had an understanding that we would avoid talking about

politics and education and stay with safe topics like sports and weather."

> Variance in age and teaching experience can be an asset to
> a school in the development of guidance services. Frequently,
> however, it works to the disadvantage of the school, teachers
> forming cliques with little communication among them. A
> counselor who is sincerely interested in developing a program
> which draws upon all resources of a faculty is attentive to
> the needs of different faculty groups for recognition, in-
> volvement, consultation, and participative problem-solving.

The school curriculum has grown over the years, partly as a result of

outside demands and partly because of what the available staff could and

would teach. In comparison with larger schools in the state, Ruralville

is on a par in offerings in English and social studies, but weak in science,

math, languages, and optional courses. The home economics program is unusual

in the number and newness of facilities, although enrollments have been de-

clining. The agricultural program is also well equipped, but only a small

portion of the boys are enrolled in it. When the building was constructed,

a large shop was built and equipped with the latest tools. It was intended

that they be able to specialize in areas such as machine shop and auto

mechanics. In recent years, however, the majority of the boys have registered

in the industrial arts courses rather than specializing in agriculture.

> Ruralville is a unique school in its own right, but it also
> has many similarities with a large number of other "Ruralvilles."
> It typifies a small school with limited resources that is
> attempting to develop a comprehensive program of guidance
> services. The principle of the need for the customization
> of a guidance program seems most applicable here. While it
> may be appropriate to speak of "small school guidance services,"
> we should not be lead to think that the program for all small
> schools exists. An optimum program for any small school is
> the result of a careful customization to balance pupil and

school needs with available resources. No two schools should or possibly can have carbon copy programs even though schools may have many similarities as schools.

Guidance at Ruralville

The first principal of the new high school had developed the guidance program. When a questionnaire requested the name of the guidance director, he listed his own name. He organized it under four areas--Individual Inventory, Group Guidance, Counseling, and Information. The central direction for the program came from a Guidance Committee appointed by the principal. Members were selected for the committee on the basis of their seniority in the school as a way of giving "...status to the committee with the other teachers." Their appointments were initially for one year, but it became the practice to think of them as the "committee" and no new members were appointed.

The chairman of the committee was the principal. He called meetings whenever there appeared to be enough business to discuss. Originally the committee had dealt with organizing the guidance program; but after having set up the program, they devoted the majority of their time to orienting new teachers to the guidance program and discussing problem students and discipline cases. "The members of the committee expressed pleasure with the assignment and noted with satisfaction that they could never...recall when we had any real disagreement on anything."

> There is a question here about the purpose or goal behind the move to establish a guidance program. Was it to meet the needs of the pupils as seen by the administrators--to provide for pupil accounting, discipline, scheduling and other matters essential to a smooth working school? It appears to be more oriented toward meeting the needs of the administrator for an efficient school than it does toward meeting the developmental needs of all pupils. The

selection of the committee and the way it operates appears
to support a problem orientation. The committee seems to
exist to avoid trouble rather than aid all pupils in real-
izing more of their potentialities. The guidance program
also has the image of a "closed-shop" direction by the
chosen few for the most needy. It appears to be separate
from the ongoing concerns and behaviors of all teachers. From
a student's point of view, it is something that happens
to you when you are in trouble! Little wonder that few
students voluntarily ask for guidance.

Individual Inventory

From its inception, the committee had agreed upon the need for a "strong

testing program." Members felt that by careful planning it would be possible

for them to provide a testing program covering more areas and in greater depth

than many schools of much greater size. When describing the guidance program

to visitors, they often quoted the statement of a test representative who had

assisted in organizing the program, "they did more testing than many schools

three or four times their size." Basically their approach was to administer

a scholastic aptitude and an achievement test each spring. In addition, other

tests, such as the Differential Aptitude Test, the Kuder Interest Test and the

Mooney Problem Check List, were administered during some of the years,

> Basic to any testing program are the questions: Why are tests
> given, and how are they to be used? Unless there are clear-
> cut answers to these questions, it is doubtful if testing
> is serving a useful purpose. In Ruralville, it appears that
> the school has been mesmerized by size alone; that is, the
> more tests they give, the better the program. In practice,
> a large testing program imposes enormous responsibilities
> upon the school for the appropriate recording, interpretation,
> and use of test results, particularly if large expenditures
> in time and money are to be justified. Little attention
> appears to have been given to the goals of the guidance pro-
> gram and how testing would assist in reaching those goals.
> This school might well have followed the jesting remark of a
> state director of guidance and establish a "test bank" similar
> to a soil bank where a school would be paid for each test
> they stopped using.

The testing was accomplished during a single bloc of time, and the entire

school staff participated in the administration and scoring of tests. The cost of the program was kept to a minimum by hand-scoring all tests and using the same tests that had been originally selected so that it was unnecessary to buy new test booklets. Test scores were reported in whatever style the test publisher provided, but IQ and percentile ranks were preferred. Typically, national norms provided by the test manual were used in scoring the tests so that "...we can compare our kids with other kids around the country." The test results were recorded in a large cumulative record folder, which was kept in the school vault located off the central campus office.

> Questions of economy seem to predominate here. Many of the procedures, such as using all staff for administration and scoring, may be a false saving if the persons are untrained and/or unwilling and consequently are error-prone. One national study found that one-third of all tests used in high schools had errors of sufficient magnitude in scoring or recording that the results were misleading. The school might well have done better to use a contract service where they are loaned the booklets and the tests are scored using high-speed data-processing equipment. This would have resulted in more faculty time to use the results and provided a better means of reporting scores (than IQ or percentile ranks). Local and state norms as well as national could have been included. Such a service provides greater flexibility, no great increase in dollar cost, and a probable real saving in actual cost (teacher time, errors, etc.). One might also ask if keeping test results in the vault encourages their use. Usually we are rewarded for keeping our assets in the vault, not for taking them out!

Each year in his beginning-of-the-year talk to the faculty, the principal encouraged teachers to use the tests. He typically mentioned that the testing program was their "brand of customized guidance" as they had developed and operated their own program, despite persisting offers of help from the State Department of Education. In talks to the PTA and the school board, the testing program was frequently cited as evidence of what

they were able to accomplish "...at small cost without outside interference by using common sense."

> Perhaps more interaction with other schools and a review of the school testing program by test consultants from a nearby college would have helped in developing their program. Desirable practices are seldom hurt by exposure to other practices and ideas.

In describing the program, both the principal and the guidance committee members emphasized several ways that testing helped the school. A major use was the measuring of performance (achievement tests) each year so that it was possible to compare pupils in each grade with the national average. When "deficiencies" were noted, special efforts were made through extra assignments to bring the pupils up to the norm. The principal sometimes used figures provided him by the test publishers to show that Ruralville students were doing better than students in the surrounding schools.

School board members were pleased with the use of the tests. A local businessman on the board frequently noted that "...if you don't know how well your product is doing, how are you ever going to improve it?" On several occasions, the board had also refused to renew the contracts of teachers whose classes were below other classes on achievement. Tests were also used in assigning students to classes. Students whose IQ's were below average were encouraged to enter one of the technical programs rather than persist with the academic program.

The tests had also proved useful in answering questions raised by parents and potential employers. When students experienced difficulties in school, the guidance committee frequently reviewed the folders of the pupils and made suggestions to the teachers. The tests were interpreted to students in group guidance sessions and also during the senior, social studies unit,

Choosing a Vocation.

> It is apparent that tests are being widely and actively
> used. It is doubtful, however, that the attitudes and
> practices associated with their use are contributing to
> the goals of personnel services. For example, there
> appears to be the fallacious view that everyone can be
> brought up to average, that extra assignments will make
> it possible for everyone to be average or better. Is
> the emphasis here on assisting each individual to develop
> his talents, or is it on making the school look good by
> raising the school average?

> Further, if tests are to be used to evaluate teacher
> effectiveness, how will teachers view the tests--
> probably as something to be feared and for which you
> consciously drill your students--hardly a view that will
> encourage the use of tests by teachers as tools to aid
> them in identifying developmental trends in their pupils.
> Nor are students likely to view tests with anything but
> suspicion when they learn that test results are shared
> with prospective employers without their (the pupils')
> permission. One has the impression that testing is a
> "closed shop" with the guidance committee limiting the
> participation and involvement of other faculty members.
> Would not everyone benefit from greater teacher partici-
> pation in decisions about test uses and results?

Also included in the file were anecdotes submitted by teachers. It was

suggested that any exceptional behavior on the part of the pupils be recorded.

In practice, some folders have many statements in them while a large number

had none. One member of the guidance committee noted that any incident of

misbehavior would be reported by at least one teacher.

> The collection of anecdotes seems to focus on the identi-
> fication of negative behavior incidents. While such anec-
> dotes may serve a purpose, it would be highly desirable that
> they be balanced with anecdotes that focused on positive
> aspects and that included observations and insights as well
> as behaviors.

> The overall impression created by the Individual Inventory
> at Ruralville is that it was primarily organized around
> administrative needs. Questions about organization and the
> school image seem to take precedence over studying the develop-
> mental needs of all pupils. Perhaps the most serious objection

to the Individual Inventory is that the Guidance Committee
members have confused quality of testing with quality.
Their belief that they have an effective program may be
the largest obstacle to overcome in developing a viable
and responsive appraisal program. Being convinced that
they are now doing the job well retards any efforts to
explore and innovate.

Counseling

In the view of the guidance committee "...every good teacher is a coun-

selor to his students. The relationship established between the teacher and

the pupil extends beyond classroom concerns and touches upon many matters

important to the development of each pupil. The effective teacher is a person

who can both teach his subject and assist pupils with their problems."

Operating upon this philosophy, every teacher was encouraged to "know your

pupils" and use his before- and after-school time, and his group guidance home-

room sessions, to counsel with students. Teachers were advised to use "common

sense, understanding, and firmness" in dealing with students. It was expected

that most problems would be handled by the teacher in the classrooms, but with

"difficult cases" the teacher could refer them to the principal for further

action.

Good teachers typically know their students. They emphasize
teaching students rather than subject matter. They also
develop working relationships with their pupils which are
accepting and friendly. Students feel free to discuss with
these teachers their concerns about learning in a given
subject-matter area. Sometimes as well, they will discuss
other concerns and problems that go beyond classroom concerns.
The student-oriented teacher is able to help individual stu-
dents work through their problems. This is not to say, however,
that the classroom teacher either by training, situation, or
inclination, is in a position to render individual assistance
to all pupils who could benefit from it. It would appear
that Ruralville teachers are expected to "hold the line" with
students and use referrals only when it becomes too much for
them. Again, the emphasis seems to be on administrative
expediency rather than pupil development.

The principal had completed two courses in guidance while working on

his MA in administration and frequently attended the sessions on guidance

at administrators' meetings. Few teachers had formal course work in guid-

ance, but the guidance committee had purchased several basic guidance texts,

which were placed in the staff library. At least once a year, the principal

provided time in one of the faculty meetings for a discussion of the guidance

program. Suggestions were noted and later discussed by the guidance com-

mittee. Several suggestions had resulted in changes in the program.

> There is little evidence here that either the committee or
> the principal saw the need for a counselor or worked toward
> securing one. The teachers and principal alone cannot pro-
> vide significant counseling for all pupils. Many students
> would avoid counseling with a teacher or principal. Many
> feel that it would be unsafe, that their ideas, aspirations,
> and values would put them in a disadvantageous position with
> respect to people who persistently evaluate them, that is,
> through teachers' marks and principal's disciplinary functions.

> A couselor in the true sense of the title could serve both in
> helping relationships to students and in assisting other staff
> members to understand and relate to the students. Lacking
> a counselor, it is doubtful if more than a few students would
> have the opportunity to examine their development with suf-
> ficient depth to benefit them. Nor are staff members likely
> to have the leadership that will assist them to extend their
> interpersonal skills.

Group Guidance

"Our testing program tells us what our pupils are like; in group guid-

ance we use the information to help each pupil." Every day a 20-minute home-

room period was used for handling administrative details, such as announcements,

scheduling, issuance of passes, and carrying on the group guidance plan. The

group-guidance sessions were intended to focus upon areas of vital concern to

pupils, such as dating in the ninth grade, and choosing a vocation in the

twelfth grade. Several group-guidance texts and supplementary materials,
such as films and film strips, were used whenever teachers chose to use them.
The homeroom assignment was rotated among teachers so that they all would have
the opportunity to work with students in group guidance.

> The group-guidance program described here is basically
> an administrative approach with a few discussion ses-
> sions thrown in for window dressing. Twenty minutes
> hardly provides ample time to deal in any meaningful
> way with questions relating to interpersonal relations
> or vocational planning, especially when they are sand-
> wiched in between administrative demands. If the "group
> guidance" sessions were planned to provide a particular
> learning experience within a broader plan of guidance
> objectives they could provide a useful, if admittedly
> small, contribution. In the present approach, the
> program is more deception than actuality.

Occupational Information

Occupational information was provided primarily through two sources,
a career day and a college night. The career day was based upon the premise
that pupils could be assisted in choosing occupations by having the oppor-
tunity to talk with representatives of many different occupations. The day
would begin with an address by a successful businessman detailing the route
to personal and financial success. This was followed by an opportunity for
the pupils to visit different rooms of their choice where a representative
of a particular occupation would make a short presentation and then answer
questions. Typically students could cover three or four of the twenty
occupations represented. The planning for the day was under the direction
of the Rotary Club, which selected occupations representative of the community.

The college night was organized by the guidance committee and was designed
to enable prospective college students to learn more about the programs offered

by different colleges. Usually several nearby colleges, in addition to one

or two of the state universities, would be represented. Literature about each

institution was distributed and an opportunity provided to ask questions of

the different college representatives. Additional information was available

through the library where there was a shelf of college catalogues and a kit

of occupational brochures.

> The career day would likely give an historical perspective
> to occupations but relatively little about the future occu-
> pational world that pupils must face. There seems to be
> little discussion of the needs of students who are going to
> neither college nor vocational school. How well informed are
> local civic organizations about the needs of the pupils for
> information about different occupations? The sampling is
> likely to be very biased in favor of local interests rather
> than the needs of the pupil.
>
> And where is the guidance committee in all this planning?
> They should be active in determining what pre-career day
> activities would be helpful, how the career day could be
> followed up with further exploratory experiences, and how
> other forms of obtaining occupational information, such
> as the job conference, could supplement the career day.
>
> The biggest task of all, customizing the information for
> the individual so that he has information pertinent to his
> needs and interests, seems generally to have been ignored
> throughout the entire occupational-information area. Who
> is the program really for, the pupils or the adults in
> the community?

Overview of the Guidance Program

When asked at a PTA meeting why Ruralville did not have a counselor, the

principal replied by saying that "...over the years we have developed a time-

tested program. Most of the counseling in our school is done by our teachers

who know the students better than any counselor would who didn't have them in

class. My door is always open, and I estimate I spend fifty percent of my

time counseling with students. With refinements and changes, we are basi-
cally operating as we did when we first started. This continuity in our pro-
gram and the improvements made in our day-to-day operation have given us a
real advantage over many schools that have built their guidance program
around the counselor. In our school, we feel guidance is too important to
be left to a counselor. Of course, there would be some advantages in having
a counselor, but over-all I feel a counselor would be more disruptive to our
system than helpful."

> This is an interesting statement of philosophy and practice.
> The basic rationale advanced for the program is one of main-
> taining what you have rather than changing to meet the needs
> of new pupils in a growing society. There appears to be a
> distrust of what a counselor would do, as if he would upset
> the "smoothly operating" program now functioning. As is
> true throughout the whole program, the defense of the pro-
> gram is based upon what the principal wants rather than what
> the pupils need. The principal may be able to provide "band-
> aid" counseling to those in some desperate need, but at pre-
> sent there are no provisions for a program of developmental
> counseling. Nor has there been any serious attempt to evalu-
> ate the program to determine how the services could be improved.
> If guidance is as important to them as they say it is, then
> it is a must that they explore ways to develop the program
> further rather than rely upon the unsubstantiated opinion
> that a counselor would be "...more disruptive to our system
> than helpful."

The Beginnings of Change

A teacher on the school staff who was enrolled in an extension class in
Guidance was required to do an evaluation of the school guidance program as
one of the course requirements. In reviewing the program, he said in part,
"...Perhaps the real question here is what impact the program has on pupils,

parents and teachers. It would appear that despite everything that is said, very few students really receive any personal assistance on concerns that adolescents must grapple with, such as educational vocational planning or with the normal concerns of adolescence. Those students who do receive attention typically come by it because of being in trouble. The squeaky wheel here seems to get too much attention! Unfortunately we have no real way of assessing the impact of the program as no one has ever bothered to do a follow-up study. We have just assumed everything is going fine."

> This is another way of saying that the program is not
> geared to the developmental needs of all pupils.

In the fall of 1958, Title V-A of the National Defense Education Act made funds available to State Departments of Education for the improvement of programs for the identification and guidance of able youth. To participate in the program, it was necessary that each school meet certain conditions. One of these standards was that each participating school would have to have at least one person (other than the principal) who devoted half-time or more to counseling and had completed twelve semester hours in guidance. After some deliberation, the board decided to participate in the program and offered the position to Jim Young, a social studies teacher on the staff who already had two courses (Introduction and Testing), and asked him if he would complete the other required hours the following summer. This he agreed to do, and during the summer he completed course work in counseling process, environmental information, supervised counseling practicum, and organization and administration of guidance services. In the fall, he started school as a half-time counselor and half-time social studies teacher.

> This is not an infrequent way in which guidance programs are
> introduced into a school. An initial strategy may be differ-
> ent from a later strategy. To initiate a program, it may be

necessary to accept something less than what is desirable
for a mature program. But by an apparent lack of commit-
ment on the board's part to guidance, the counselor starts
out under a double handicap--only minimum preparation,
and having to carry two major responsibilities, teaching and
counseling. To do well in either requires a full-time
commitment, devoting only half his time to each area makes
it extremely unlikely he will do well in either area.

A False Start

Jim was seen by his fellow students and staff members at summer school as

an "energetic and able fellow. He's always asking questions about what to do

in a particular situation." In the recommendations written about him at the

end of the : .mer, his persistence, drive, and desire to find solutions to

particular problems were frequently mentioned. His grades for his summer work

were superior.

Is Jim asking questions to further his inquiry and examina-
tion or is he looking for answers and specific solutions?
The former can be productive, the latter will lead to
frustration.

At the beginning of the school year, Jim presented to the Guidance

Committee what he termed a "model guidance program" for Ruralville. He pref-

aced his remarks by saying that he had combed the literature for the best

guidance procedures and believed that he had been able to design "a program

which is nearly perfect for Ruralville."

Combing the literature and studying other programs is a
desirable way to identify procedures you can adopt to
your own program. Presenting his results as if he now
"had it" however, may cause Jim considerable grief.
People may reject his ideas when in reality they are
reacting to his having ignored them in developing
his plan.

The committee strongly opposed his plan. "It won't work. It sounds good

but we've tried it and had to give it up as unrealistic." "If money wasn't
a problem it might be worth trying, ...t we'd never get that kind of support."

Jim answered their criticisms with explanations of how it could be done.
Sometimes he wasn't able to finish before another objection was raised. Through
it all, the principal followed the discussion but said little. In the end,
the committee decided to continue as they had done before and to consider Jim's
proposal again, "...later in the year when we have more time to examine it."

A New Start

Jim was very despondent that evening and puzzled over the lack of accep-
tance for his ideas. The next morning he went to see the principal. "I know
the plan I introduced was a good one and that it is feasible. But with all
the resistance and antagonism I received, my approach must have been wrong.
I thought you could help me see what I did wrong."

The principal nodded his head and said, "I was afraid that the committee
wouldn't respond too well to your ideas. In this school we are, after all,
rather closely identified with what we have been doing, and someone who sug-
gests changing something can be seen as a threat. I have the feeling
that you were proud of your ideas and felt that if you presented them that
everybody else would agree that they were better than what we were operating
upon. Your ideas were good, and they undoubtedly would improve our program
if we adopted them. But making changes in how teachers behave is more dif-
ficult than changing a textbook or a drawing of a school building. I have
a whole drawer full of ideas which would improve our school. My problem is
how to get them accepted."

Jim agreed that his own enthusiasm and desire to get started had blinded him to other viewpoints or to a need to consider how best to introduce his plan. Jim commented, "I guess I thought everybody should be as excited about the ideas as I was and if they had any sense, they would do what I wanted to. Pretty naive of me."

Jim and the principal then charted a course in which Jim would continue his work in the guidance committee but emphasize his working <u>with</u> the committee in identifying needs and deciding upon means. Jim decided not to propose his "plan" again, but to work out ideas with the committee. In the meetings he seldom volunteered information but was usually asked for his opinion when they had a difficult problem. Each week he was asked more questions by the committee members.

> Jim seems to have rebounded well. First, he sought the advice of a man who knew the system and the power structure and could assist him in his future planning. In the process, he not only learned about strategies for change in the system, but came to develop a working relationship with the principal that could lead to more effective planning and implementing. Anyone could probably have made Jim's mistakes--the crucial point is to be able, as Jim was, to learn from them and make appropriate changes in their own behavior.

During his lunch hour, he visited other teachers in the school and talked with them about their students. Frequently their conversations centered around how the test results could be used in working with particular students.

> Jim is developing a broad base of support by providing assistance where it is needed.

As a result of these contacts, he found himself working more with teachers and trying to assist them in developing more meaningful learning experiences for their pupils. In a short while, he found that there were more teachers wanting to talk with him than he had time for.

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He also found that much of his nonteaching time was devoted to assisting pupils in making decisions. Frequently, they involved a small decision, such as when to schedule a class, but he always used the occasion to review with the pupil his long-range goals and plans. Many students, as a result of this experience, had several interviews with him when they worked out a set of short- and long-range goals. Often they decided on a plan that would enable them to continue exploring and to review their plans. In actual numbers, however, Jim found he was working with only a small minority of the students.

> This is a good building strategy. Jim is using the occa-
> sion of an immediate need to help the pupil meet that need
> and also examine his orientation towards the future.

A Critical Incident

At the monthly PTA meeting, a parent during the question period asked Jim why it was that a few youngsters seemed to be getting all the counselor's time. Jim explained that he worked with those who needed him most. The parent countered by asking how he knew who needed him if he only worked with a few people. None of Jim's further answers seemed to placate the parent or other parents who supported the parent's view. One parent caustically asked, "Do you have to be in trouble to get help?"

> The parent has a real point when he asks Jim how he knows
> who "needs" him most when he only works with a few young-
> sters. The basic question is how can he best use his skills
> to assist all pupils to further their development.

The next day the principal asked Jim how he felt about the parent's question. Jim replied that he felt he didn't have a good answer, that the parent had a real point. The principal agreed and confessed that it had been a perennial problem. The principal asked Jim if he wouldn't give it some thought

and see if he couldn't make some recommendations for improvement.

During the next several weeks, he consulted frequently with the prin-
cipal about available time, schedules, and possible ideas. Many suggestions
were discussed and rejected. When it seemed that they would not be able to
develop anything, Jim made suggestions for a continuing series of faculty case
conferences. He had learned that they frequently had extra snow days at the
end of the year. It would be possible to use these days to discuss pupils.
The faculty in small groups could study all pupils. They could begin with
the freshmen and review them each year. The plan would be to assess the po-
tentialities of each student and design a school plan for each student.

> An encouraging beginning! Rather than adopting a time-
> worn procedure they anal   d their situations to see how
> a persisting problem c   d be met in a new and more satis-
> factory manner.

The Wheels Begin to Turn

The principal was immediately interested in the plan and presented it to
members of the Guidance Committee. There were some comments about the "huge
order" it entailed, but they expressed enthusiasm over the opportunity it
provided in getting the whole staff to see how they could aid in the develop-
ment of individuals. Jim expected the principal to ask him to present the
idea at the next faculty meeting. The principal, however, introduced the idea
by saying, "I've been working with the Guidance Committee, and we've developed
an idea that we would like you to respond to."

The faculty response was enthusiastic! Several mentioned they had wanted
to do this but were confused when they went to the files. Many people nodded
their heads in agreement when one teacher commented that Jim had been very

helpful to her in w~king with individual pupils, and she hoped this plan would make it possib. to do tha with many more. The faculty jester drew a loud laugh when he observed that this was the first time he had ever been asked to meet on anything important during school time.

The response of the PTA and the School Board was guardedly favorable. A few parents mentioned that they thought that it would be helpful for the parents to be present as they could both learn and contribute something to the conferences.

> The principal assumed the leadership role here and indirectly made it easier for Jim. Jim's dissapc ~itment at not being the frontrunner is a sign of immaturity, which if it persisted could reduce his effectiveness in encouraging change and innovation. Implementation, in the present situation is a task that the principal can perform with less resistance and more success than Jim.

The principal asked Jim to be the chairman of a committee to plan the conferences. Jim made several suggestions on committee member selection (interest and preparation rather than seniority) and operation (deal with policies and goals, rather than details). These suggestions were all acceptable.

> This is an appropriate function for Jim to perform. He can be instrumental in shaping policy.

Several conferences were held, and the favorable responses grew with each conference.

During each of the conferences, questions were raised regarding the testing program, the usefulness of the group guidance classes, and how information was provided. As the needs of individual students were discussed, a consensus emerged regarding the need for more definitive and more comprehensive personal data. A majority of the staff members recommended a follow-up study to assess

the school experience on different pupils. Many staff members and parents

asked for an overall review of the program.

> There is evidence here that the guidance program is beginning
> to have some impact on the total school program. Questions
> are being asked regarding the effect of school experiences
> upon the development of individual pupils.

Becoming a Part of the Change Structure

Jim was asked to serve on the Guidance Committee to review and make

recommendations regarding the guidance program. At his suggestion, he was

made a resource member rather than the chairman, a position that was handled

by a mathematics teacher with an active interest in curriculum development.

> He is learning where he can make his most effective
> contribution.

Among other things, the committee sought to find ways to develop more of

a personal development posture for home economics, to provide greater flexibil-

ity for the group guidance classes, and to offer more opportunities to more

pupils to consider and develop educational-vocational plans.

A report was submitted by the committee to the principal. He publicly

praised some of the ideas, ignored others. He had raised no objection to a

board-initiated motion to extend Jim's summer employment to include the week

after school was finished and one week before school starts. It was stated

that this time might allow him to "...more effectively review the year's

activities and prepare for the incoming pupils." It was further recommended

that Jim teach only one course for the coming year.

> Progress is being made! There is an apparent effort to
> inquire as to cause-effect relationships rather than to
> find panaceas.

In his report to the board, Jim summarized the year's activities with the

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following comment: "We have made much progress during the year in identifying

what we want and need to do. Our progress in realizing those goals, however,

has been frustratingly slow; we may have too much participation and not enough

direction. If we can develop a sequence of introducing new procedures and

checking them out through follow-up studies, we will have provided for a con-

tinuous renewal and development.

> There is a touch of both hope and frustration in this
> end-of-the-year review. It is important to realize
> that program development takes time, there is no
> "instant" program development. Frustration with the
> progress being made can evoke renewed efforts, or dis-
> appointments, and a reluctance to continue further
> actions. Hopefully, it would motivate action based
> on sound decision-making processes, that is, those
> procedures that ensure acceptance and constructive
> action.

Program Overview

In reviewing Jim's experiences and the development of the program at

Ruralville High School, several ideas warrant further explication. First,

this was history illustrating how improvements in a guidance program are

likely to be measured in small units rather than sweeping and pervasive

changes. A counselor who is expecting "instant" success and to change a pro-

gram overnight is unrealistic in his goals and likely to adopt strategies for

change that are presumptuous and slated to increase staff resistance to any

change at all. In this case, it was to Jim's credit that he adjusted his aim

from instant overhaul to planned change with broad staff participation. His

concern for means is likely to underwrite program developments that will win

the support and participation of the school faculty and result in more

pervasive changes than a short range shock troop approach.

Second, much in Jim's experiences indicates that misfires and unsuccessful attempt. at improvements can be a commonplace experience for a new counselor. Except in textbooks counselors rarely find that everything goes as planned. The first year in particular is a trying and often perplexing tir : for a coun- selor as he copes with quest ons relating to both the most desirable guidance procedures, and the most ffective means of adoption. The reader may feel that Jim brought trouble by some of his immature and unthoughtful behavior. Be that as it may, it was Jim's capacity to persist in his desire for change while refining his strategy through experience that portends meaningful and lasting change. Every counselor, new or old, should accept that he will make mistakes.

Third, it may seem to the reader that there is a lack of closure regard- ing the guidance program at Ruralville High School. Expecting a blueprint of a program for a small school, a reader may feel the authors failed to give him the complete case history. This lack of closure was intentional. The authors' strategy was an effort to highlight the assumption that program development has no closure and that, when closure is reached by any program, it signals a decline in effectiveness, a sterility in guidance activities, and an incongruency bet een program and the social needs that created the program. To spell out a theoretical closure for a complete guidance program would only communicate to the reader a lack of adaptability and a lack of sensitivity inherent in the program.

Each effective guidance program is in a state of becoming something more closely attuned to the needs of individual pupils in a complex and changing society. Pupils change and so do their environments; thus guidance program

development operates best when its goals, procedures, and evaluative processes
are under constant scrutiny--and when they are amenable to meaningful evolu-
tionary processes.

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