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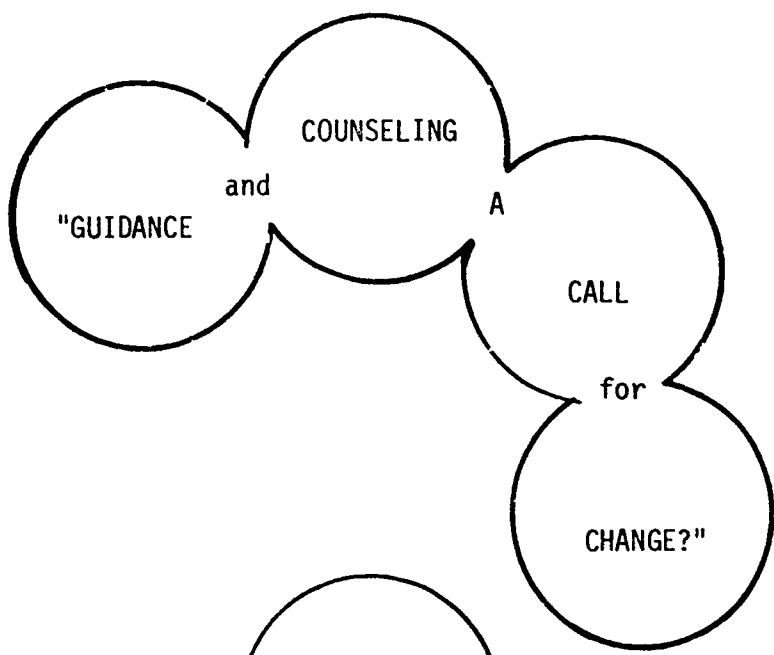
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## ABSTRACT

Tabulated and discussed are responses to questionnaires distributed before and after a conference on the state of vocational education counseling in Montana, attended by 182 educators, school board members, students, and representatives of business, industry, labor, State legislature, and the general public. Responses to topical questions posed in small group sessions are also reported in detail. In general, participants agreed that there is a need for more involvement in guidance and counseling on the part of communities, schools, students, parents, business, industry, labor, service organizations, and government. The second most frequent suggestion was for supervised work experience, followed by suggestions for redevelopment of counselor preparation curriculum and provision of extensive inservice training for counselors, teachers, and administrators. The National Advisory Council for Vocational Education Sixth Report, which recommends steps for improving guidance and counseling services, is presented in an appendix, along with two speeches (one in outline form) responding to the report. (MDW)

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MONTANA  
SACVE

PUBLIC  
MEETING

January 11, 1974  
Helena  
Montana

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## FOREWARD

This paper is a tabular and written report of the questionnaires used at the Public Meeting on "Counseling & Guidance, A Call for Change?", and the round table discussions that took place following major presentations at the January 11, 1974 Public Meeting conducted in Helena, by the Montana Advisory Council for Vocational Education

One hundred eighty-two people registered for the one day meeting including educators, school board members, students, representatives of business, industry, organized labor, state legislature and the general public. Several walk-ins remaining only part of the day also were on hand during the meeting.

Two questionnaires were developed and administered, one at the beginning and one at the conclusion of the meeting. The questionnaires contained questions which were raised by the NACVE 6th Report "Counseling & Guidance, A Call for Change?" and which were emphasized by the two main speakers, Del Valdez, member of the National Advisory Council of Vocational Education and Dr. Ken Hoyt, Professor of Education, University of Maryland.

Following the presentations the small groups were formed and provided topical questions similar to those of the individual questionnaire previously completed by those in attendance. A synopsis of the answers generated in the small groups is included with the tabular data of the two questionnaires. The Council will act upon the comments of the meeting as part of its evaluation report to be submitted in December of 1974.

Special appreciation is extended to Governor Thomas Judge for the welcoming address, the Office of Superintendent of Public Instruction for assistance provided the Council in developing the meeting, the National Advisory Council on Vocational Education and many other individuals and groups that supported this meeting.

THE FOLLOWING TABULATION INDICATES THE NUMBER AND PER CENT OF PEOPLE RESPONDING TO EACH ITEM OF BOTH QUESTIONNAIRES AT THE PUBLIC MEETING JANUARY 11, 1974

|   | Pre-Meeting Response |         | Post-Meeting Response |         |
|---|----------------------|---------|-----------------------|---------|
|   | Number               | PerCent | Number                | PerCent |
| 1. "In your opinion, what is the State of Counseling and Guidance in Montana as it relates to Vocational Education?"                        |                      |         |                       |         |
| Excellent   | 0                    | 0       | 0                     | 0       |
| Good  | 19                   | 15%     | 9                     | 11%     |
| Fair  | 70                   | 53%     | 36                    | 44%     |
| Poor  | 26                   | 20%     | 17                    | 21%     |
| Inadequate  | 16                   | 12%     | 19                    | 24%     |
| Total   | 131                  | 100%    | 81                    | 100%    |
| 2. "In your opinion who is responsible for the state of counseling and guidance in Montana?"<br>(3 responses by each participant requested) |                      |         |                       |         |
| Office of Supt. of Public Instruction   | 81                   | 29%     | 51                    | 26%     |
| Local Administration  | 69                   | 24%     | 35                    | 18%     |
| Counselors  | 61                   | 21%     | 44                    | 23%     |
| School Boards   | 40                   | 14%     | 35                    | 18%     |
| Counselor Training Institutions   | 34                   | 12%     | 29                    | 15%     |
| Total   | 285                  | 100%    | 194                   | 100%    |

|  | Pre-Meeting Response |         | Post-Meeting Response |         |
|--|----------------------|---------|-----------------------|---------|
|  | Number               | PerCent | Number                | PerCent |
| 3. What, in your opinion can be done to improve the present state of counseling and guidance?" (3 responses by each participant requested) |                      |         |                       |         |
| a. Upgrade present counselors - more vocational guidance pre-training. . . . .   | 55                   | 34%     | 35                    | 26%     |
| b. More supervision and information from O.S.P.I. . . . .  | 31                   | 19%     | 21                    | 15%     |
| c. Better communications: state-local-pupil-counselors-parent-employer. . . . .  | 29                   | 18%     | 28                    | 20%     |
| d. Improve Counselor education curriculum. . . . .   | --                   | --      | 25                    | 18%     |
| e. More support from local administrator . . . . .   | 22                   | 14%     | --                    | --      |
| f. Hire and encourage Counselors with work background other than education. . . . .  | 25                   | 15%     | --                    | --      |
| g. More specific role and guideline for Counselor responsibility. . . . .  | --                   | --      | 29                    | 21%     |
| Total . . . . .  | 162                  | 100%    | 138                   | 100%    |

As is indicated in the "Total" line of each question there were more pre-meeting responses than post-meeting responses. Some people left without submitting a post-meeting questionnaire.

RESPONSES OF SMALL GROUP DISCUSSIONS AT PUBLIC MEETING  
TO THE THREE MAJOR QUESTIONS

I. "In your opinion what is the state of counseling and guidance in Montana as it relates to Vocational Education?"

1. Counselors stress more college than vocational education due to their own experience and lack of acquaintance with the world of work.
2. More help is needed for the Counselor from the trade unions.
3. Counseling is dependent upon the philosophy and attitude of the local administrator.
4. Counselors lack an adequate job description of what is expected of them.
5. Counseling duties and responsibilities are poorly defined.
6. A follow-up program is needed to help coordinate the local guidance program.
7. Role is changing and causing need for reassessment.
8. Counselors are expected to cover too many areas.
9. Too much time spent as clerical person.
10. Teaching duties often conflict with guidance responsibility.
11. More outside resources are needed.
12. Counselors are too often considered administrative assistants rather than counselors.
13. More elementary counselors are needed.
14. More early emphasis should be provided for the counseling of the disadvantaged.
15. National tendency seems to be to reduce number of elementary counselors
16. Insufficient number of counselors at all levels. Counselor-student ratio unrealistically high.
17. Group counseling not adequately used.
18. Too much counselor time is spent with a small number of students.
19. A change is needed in the teacher-education program.
20. Credentialing of counselors needs upgrading.
21. Colleges should provide training in career education for the teacher and counselor.
22. Antiquated training for counselors; need up-grading in training of counselors.
23. Communications between state, community, schools and between counselors themselves is inadequate.
24. Inservice communication between secondary counselors, vo-tech counselors, industry, labor and others is lacking.
25. Vocational guidance and counseling in Montana is FAIR but improving.
26. Counselor does not deal enough with career counseling.

27. A systematic method of communications with all concerned in guidance and counseling is lacking.
28. A greater distribution of materials and ideas is necessary.
29. Counselor training institutions should screen prospective students more carefully.
30. All teachers to a degree, do some counseling; therefore more teacher preparation emphasis is necessary.
31. Job placement is lacking.
32. Follow-up of students is very weak.
33. Feed-back from employers is needed.
34. More emphasis should be placed on vocational guidance.
35. Counselors feel a need for more information about post-secondary vocational-technical schools.
36. Counselors lack work experience to assist them in counseling.
37. Especially smaller schools guidance and counseling programs are under-funded.
38. Counselors in many instances are not involved enough in the vo-ed fields.
39. Criticism of present counseling and guidance is valid but it is improving.
40. Counseling profession now in trouble because of: (a) accountability requirements, (b) financial squeeze is quickly felt in counseling department.
41. Large cities provide some adult counseling.
42. Constant emphasis on career education state-wide is lacking.
43. It is asked, "Should placement be a part of guidance and counseling?"
44. Public awareness of the counselors job is lacking.
45. A positive attitude of the public toward voc. ed. is necessary.
46. Misinformation is being distributed about voc. ed. in some cases.
47. Secondary counselors are not prepared to counsel students toward vocational education.
48. All educators need to be better informed on voc. ed. to strengthen the guidance program.
49. Educational and guidance processes lack adequate parent involvement.
50. Guidance movement is slighting the middle of the road student.
51. We lack a supply of fully qualified counselors.
52. Guidance movement is too fragmented.
53. Evaluation programs are lacking or absent.
54. There is no director of guidance for Montana.
55. Lacks adequate use of community resources (ie: home, volunteers, laymen, etc.)
56. State of the art is inadequate, all things considered, inadequate for the problems needed to be faced. Counselors should be exposed to adequate counseling services all along this educational career.



II. "In your opinion, who is responsible for the state of counseling and guidance in Montana?"

In order of the number of times an individual position or group was listed as responsible the following are the small group responses to question No. 2. Twelve groups reported, each listing three or more responsible parties.

| <u>Position</u>   | <u>Number of Groups Responding</u> |
|---|------------------------------------|
| 1. Counselor . . . . .                                    | 9                                  |
| 2. Total Community . . . . .                              | 9                                  |
| 3. Administrator (local) . . . . .                        | 9                                  |
| 4. Counselor education institutions. . . . .              | 6                                  |
| 5. Local Board of Education. . . . .                      | 6                                  |
| 6. Office of Sup't. Public Instruction . . . . .          | 5                                  |
| 7. Professional organization . . . . .                    | 4                                  |
| 8. Teachers . . . . .                                     | 4                                  |
| 9. Students . . . . .                                     | 3                                  |
| 10. Pressure of parents & community for college . . . . . | 1                                  |
| 11. Business and labor. . . . .                           | 1                                  |
| 12. Legislative bodies. . . . .                           | 1                                  |

The three most often reported as the responsible party, Counselors, Total Community and Local School Administrators, were listed by 75% of the groups reporting. Half or 50% of the groups listed Counselor Education Institutions and Local Boards of Education as the next most responsible groups. The Office of the State Superintendent of Public Instruction was listed by about 42% or 5 of the 12 groups as a responsible agency. There is a significant difference between the small group report listing the OSPI in the middle of the responsible grouping and the individual pre-meeting questionnaires and the post-session questionnaires which both indicated the OSPI as the most responsible party although the percentage listing the OSPI in that category dropped in the post-meeting response.

Individual response on the questionnaires indicated the counselors were considered less responsible than was indicated by the discussion groups. This was particularly true on the pre-meeting questionnaire. Increased responsibility was indicated on the post-meeting question-

naire. Attitudes on this topic were apparently influenced by the activity of the day.

Local school administrators and school boards remained rather steady in all three situations. The administrators were given rather significant responsibility in the pre-meeting questionnaire and the small group sessions but were less emphasized in the post-meeting questionnaire.

Local boards of education ranked evenly in responsibility with the school administrators on the post-meeting questionnaire and small group responses. The pre-session responses did not attach as much importance to the local board as did the small group responses and post-session questionnaire. Overall, however, the local board was ranked high in the area of responsibility for guidance and counseling in Montana.

Counselor Training Institutions were among the top five most responsible groups on all three occasions. Fifty per cent of the small groups listed them as responsible while the pre-and post-meeting questionnaires were consistent in listing the Institutions as the fifth most responsible party for the state of counseling and guidance in Montana.

Several others were listed less frequently by the discussion groups including teachers, professional organizations, students, pressure of parents, business and labor, and the legislative bodies.

### III. "What in your opinion can be done to improve the present state of counseling and guidance?"

The group discussion sessions had many good suggestions in response to this question, many of which will be utilized by the Advisory Council in recommendations to the State Board of Public Education. The responses listed were compiled from the records kept by each of the 12 groups as they discussed this question following presentations by Dr. Ken Hoyt and Mr. Del Valdez.

The following list of recommendations for improvement of guidance and counseling was suggested by the small groups.

| <u>Suggestions</u>  | <u>Number of<br/>Groups Reporting</u> |
|---|---------------------------------------|
| 1. Increase <u>overall</u> community involvement in guidance program . . . . .  | 9                                     |
| 2. Supervised work experience should be a part of Counselor training . . . . .  | 5                                     |
| 3. Re-develop counselor preparation curriculum particularly, also teacher and administrator preparation be restructured to include more vocational and career education work. . . . . | 5                                     |
| 4. Provide extensive inservice training for counselors, teachers, administrators and others . . . . .   | 5                                     |
| 5. Develop and disseminate more and better information on vocational and career education for counselors, students and others . . . . .   | 5                                     |
| 6. More utilization of group counseling. . . . .  | 4                                     |
| 7. Develop a uniform set of goals and guidelines for counseling & guidance. . . . .   | 4                                     |
| 8. Improve standards for Counselor certification . . . . .  | 3                                     |
| 9. Local administrators eliminate use of Counselors for other than counseling duty. . . . .   | 2                                     |
| 10. Expanded leadership and accountability from state elected and appointed officials . . . . .   | 2                                     |

Several individual comments on the 6th NACVE Report other than those listed above were also submitted by the groups. These are included for your information.

1. Counselors in Vo-Tech are more popular than high school counselors--more free to 'counsel', do not have a 'captive audience.'
2. The solutions offered are all realistic. (NACVE Report)
3. Vocational Ed has come into being but little has been done to supply counselors.
4. If counseling is seen as an added service, then more funds are needed. However, if it is not an added service, but a needed service, schools should re-examine priorities to find money.

5. Responsibility is total, but counseling people should take the lead.
6. The group was in agreement that the recommendations in the 6th Report are valid and should be carried out.
7. Eliminate rigid academic structure.
8. Alternative to 4 year curriculum (high school) must be provided students.
9. Alternative to regular classroom academic presentation should be provided students.
10. Remove counselors and educators who are ineffective or retrain them.
11. Post Secondary society must accept the responsibility for providing opportunities for individuals plus organizations for different aspects of career development.
12. We need more counseling.

\* \* \* \* \*

#### SUMMARY

The most commonly agreed upon improvement for guidance and counseling was the recommendation that the overall community, school, students, parents, business, industry, labor, service organizations, government, and others all become more involved in the guidance movement. This suggestion was a key point expressed by Dr. Hoyt in his address to the public meeting Jan. 11 as well as a strong thread throughout the NACVE Report on Guidance and Counseling distributed to the participants that morning. It is apparent that this is an important issue as far as the participants of this meeting were concerned. Nine of the twelve small groups indicated the need for this involvement and the individual responses on both pre-and post-meeting questionnaires indicated this area ranked third in order of priority.

Supervised work experience, while not as strong a suggestion, ranked 2nd in importance among the twelve groups and appears consistent with the pre-and post-questionnaires of individuals that ranked upgrading present counselor and more vocational guidance in pre-training as the number one suggested need. Also the post-meeting questionnaire ranked improvement of counselor education curriculum as the 4th important. Ranked equally important were the recommendations of: (a) re-develop counselor preparation curriculum (b) provide extensive in-service training for counselors, teachers, administrators and others. These two suggestions from the small groups seem to coincide strongly with the post-questionnaires and nearly as well with the pre-questionnaires.

Another recommendation made by 5 of the 12 reporting small groups was to develop and disseminate more and better information on vocational education for use of counselors, students and others. This recommendation is consistent with the pre and post-questionnaire responses suggesting more information from OSPI and better communications state-wide; both were among the top five suggestions made through the questionnaires.

The small groups also suggested more use of group counseling and guidance as well as the development of uniform goals and guidelines for counseling and guidance services in Montana schools. One third of the groups listed this as one of their top 5 suggestions. The post-questionnaire listed goals and guidelines as the number two priority and the pre-meeting questionnaire indicated in a broader way support for the increased use of group activity by giving top priority to the suggestion of upgrading present counselors and improving pre-training.

Other suggestions made by less than one third of the groups included: (a) Improve standards for counselor certification (b) Local administrator eliminate indiscriminate duty assignments to counselors (c) Expanded leadership and accountability from state elected and appointed officials.

The general comments listed on pages 7 and 8 are also significant as they relate to reactions to the NACVE Report "Counseling and Guidance: A Call for Change?" as well as provide food for thought for improving guidance and counseling in Montana. As indicated by the responses to question No. 1 on the pre and post-meeting questionnaires, Montana's vocational guidance has room for improvement as does guidance nationwide.

The Advisory Council is grateful for the significant attendance at the public meeting despite adverse weather conditions and is particularly pleased that the representation at the meeting included several from outside the field of education. Many thanks also go to the several individuals and agencies that assisted us in preparing for and conducting the public meeting.

The information gathered from this meeting will be most helpful to the Council in developing their next Annual Evaluation Report to the State Board of Public Education.

Additional copies of this report may be obtained from the office of the State Advisory Council for Vocational Education, P. O. Box 1157, Helena, Montana 59601, as long as the supply lasts. This report may also be duplicated without permission from the Council.

**APPENDIX**

THE NACVE 6TH REPORT: GENESIS AND NATURE

Delfino Valdez  
National Advisory Council on Vocational Education

Governor Judge, Mrs. Skaar, Members of the head table, Members of the Advisory Council, Friends and Colleagues.

There is in our country today a growing concern for the preparation of youth to cope with rapid sociological and technological changes. Parents continue to express a concern even fear that their children are not being taught the three R's as in "the days of yore."

Labor and industry strongly demand that teaching attitudes and work ethic become an integral part of every curriculum.

Youth in their desperate search for identity and survival damn the present school curricula as meaningless and irrelevant in a post industrial society.

We listen with respect and admiration as mystified educators call for a coalition of educational efforts in the new concept of career education, hoping that this union may be at least a partial answer to their woes.

We must accept the fact that change is inevitable. In their book, "The Courage to Change", the authors (Pucinski and Hirsch) boldly state that "courage to change may be the key to survival." In the same book, Professor David V. Friedman wrote, "Education is one particular field which has been sorely pressed to expand its capacity to change and whose response thus far has proved very disappointing."

Change is taking place more rapidly than we realize. Few of us will question this. The question, however, is not "is change inevitable?"; rather the question is, "Are we willing to change in order that we may adequately dispel the responsibilities of our chosen profession?"

Toffler points this out vividly in Future Shock when he states:  
"To help avert future shock, we must create a super-industrial education system. And to do this, we must search for our objectives and methods in the future, rather than the past."

If schools are to take responsibility for the career preparation of all students and be answerable to parents and pupils as well as employers, then educators must look at all segments of education as well as those in education who help direct students' lives.

At the core of this redirected educational efforts are counseling and

guidance services. These services are important for all students, regardless of their future plans. As an integral part of a system resistant to change, counseling and guidance has found itself in a spider web of mysticism and confusion which tend to create frustration.

The National Advisory Council on Vocational Education clearly understands the role which counseling and guidance must play in the development of youth and society in and out of education. However, it is evident that new roles for counseling and guidance must emerge as career education comes of age. Those who offer counseling services must accept the need to change to meet the demands of the day.

As the National Advisory Council on Vocational Education examined needs in the educational system of our country, it became quite obvious that the very core of education (counseling and guidance), must set new goals and objectives to meet the demands of the times. New responsibilities are emerging for counselors. Counselors must be prepared to meet these responsibilities

More than 85,000 copies of NACVE's 6th Report, "Counseling and Guidance: A Call for Change " have been requested from the National Advisory Council on Vocational Education. This is more than all previous NACVE Reports combined. Certainly, it is safe to say that this has been the most "discussed" of all NACVE Reports. In view of criticisms directed toward this report by some members of the counseling and guidance movement, the 6th Report, in addition to being the most "discussed", may also qualify as the most "cussed" ! In any event, it seems safe to say that many people are aware of its existence.

My purpose here today is to explain, not to defend, this Report. In view of the nature of some criticisms that have been directed toward it, the need for an explanation is obvious. In my opinion, the content itself is in no need of defense. It is clear and speaks for itself. NACVE Reports have prided themselves on both saying what they mean and on meaning what they say. The 6th Report is no different than other NACVE Reports in this respect.

To understand fully the 6th Report and its implications, it will be necessary to comment briefly on three related matters. I must say something about the National Advisory Council on Vocational Education as an organizational entity. It seems appropriate to discuss briefly the genesis of the 6th Report. Finally, a few brief comments would appear to be needed regarding the contents and implications of the Report itself.

#### The Nature of NACVE



The National Advisory Council on Vocational Education was created by the Congress as part of the 1968 Amendments to the Vocational Education Act of 1963. The Congress felt that it needed an independent, outside body to study, evaluate, and make recommendations to the Congress and to the general public regarding vocational education in all its aspects. There is no doubt but that this need originated, in part, because of dissatisfaction on the part of the Congress with official statements coming from USOE regarding the nature and status of vocational education. This was not so much a criticism of vocational educators within USOE as it was recognition of the fact that, at times, persons who are not themselves deeply involved in a given field can view things from a different perspective--one that more nearly expresses the needs of the general public rather than the concerns of professionals within a given field.

Simultaneously with creation of the NACVE, provision was made for the establishment of State Advisory Councils on Vocational Education in the 50 states, each of which had, at the state level, an analogous set of responsibilities to those accorded the NACVE at the national level. At both the state and national levels, the prime hallmark of the Advisory Councils on Vocational Education has been their independence in operation and responsibility from the bureaucracy of vocational education itself. Such independence, it was reasoned, would provide the Congress and the various state legislatures with a perspective that is simply unobtainable from the field itself. That this has not always been understood by the vocational education community is evident in many states and, at times, at the national level as well.

Under the law establishing these Advisory Councils, the NACVE Council members are Presidentially appointed for three year terms. While NACVE Council Members are supposed to be broadly representative of the general public, they are, in fact, more than this in that, among the 21 NACVE Members, a considerable amount of expertise, as well as a general societal concern regarding vocational education, is present. Among current NACVE Members, one can find educators, businessmen, labor union representatives, students, parents, and persons representing the general public. Despite their wide diversity in background, NACVE Members share in common a fair amount of intelligence, a much larger storehouse of wisdom, an even larger concern for vocational education, and a tremendous interest in the broad and pervasive problems of education in a rapidly changing society. The NACVE's Executive Director, Dr. Calvin Dellefield, (a Ph.D. in Counseling and Guidance, by the way,) heads NACVE's Washington, D. C. headquarters operations. A number of committees and subcommittees of NACVE are at work, at any given point in time, on a variety of current problems and topics. The Committee on Counseling and Guidance is one of those Committees and it was this Committee, which I chair, that was assigned responsibility for studying the counseling and guidance field. In its last meeting, the Council voted to make this Committee a standing

one in its Committee structure. This is how strongly NACVE feels about counseling services!

NACVE Reports are distributed first to the USOE Commissioner of Education, then to the Congress, to the SACVE's, and then to the general public. They carry no weight other than the prestige of the NACVE. To date, this seems to have been sufficient, when coupled with the interests of the Congress which created NACVE, so that some attention is typically paid to the contents of the NACVE Reports. The 6th Report seems to be no exception to this general rule.

#### Genesis of NACVE's 6th Report

Unlike previous NACVE Reports, the 6th Report began with a considerable body of material resulting from more than 45 State Advisory Council reports, which emphasized the need for improving counseling and guidance services. It seemed to our NACVE Committee that, with this obvious expression of interest and concern on the part of the states, it was incumbent on us to delve deeply into both public opinion and the thoughts of professionals in the field. Accordingly, we established, for the first time in NACVE history, the concept of public hearings, leading to production of the 6th Report. We sought the widest possible public representation at our hearings and were fortunate in securing full cooperation from almost every group invited to testify. Among public groups whose testimony we heard were:

- Project Ade ante(an organization of Spanish-speaking persons)
- Bureau of Indian Affairs
- National Association for the Advancement of Colored People
- National Urban League
- National Congress of Parents and Teachers
- National Alliance of Businessmen
- Chamber of Commerce of the United States
- National Association of Manufacturers
- Two organizations concerned with problems of Vietnam Veterans

To the strong appeals and dramatic case examples presented by such organizations, our Committee added formal invited testimony from individuals representing the counseling and guidance profession, including spokesmen for this movement from:

- American Personnel and Guidance Association
- Guidance Division, American Vocational Association
- Vocational Guidance Unit, BAVTE, USOE
- Vocational Counseling Branch, Veterans Administration

Volunteer consultants to our committee from the ranks of professionals in the counseling and guidance movement included Dr. Norman Gysbers,

University of Missouri, and Dr. Kenneth Hoyt, University of Maryland. One or both of these volunteer consultants was present at each of our Committee's hearings.

Following receipt of all such testimony and again examining all state reports on counseling and guidance, the Committee wrote a first draft of our Report. This draft was distributed to all members of our Committee who were asked to re-examine it in the privacy of their homes, and suggestions for revisions sought. At the "final" writing session of our Committee, two additional consultants (Mr. Steve Stocks, a high school principal and NACVE member, and Mr. Clarence Johnson, County Coordinator of Guidance, Orange County, California) were brought in and invited to make suggestions

Additional suggestions and modifications were made by members of the Council. This draft was then given to the Writing Committee of the Council for more modifications. The final version was then presented to the full NACVE, discussed at some length, and finally adopted by unanimous vote of the entire NACVE.

This historical background is presented here in order to make "perfectly clear" several very important points. First, NACVE's 6th Report is one based on a very wide base of testimony. It was certainly not something our Committee fabricated out of thin air. Second, our Committee gave the fullest possible consideration to representatives of the counseling and guidance movement in assembling ideas, data, and suggestions for this Report. The Report itself represents a mix of the best thinking and deepest concerns we could elicit from all who testified before our Committee. It is not intended, in any way, to simply represent another "article" in the literature of the counseling and guidance field. Finally, it should be clear that the final version of the Report represents the thinking and input of a large number of people and organizations. It is not the product of any single individual.

#### Content and Implications of NACVE's 6th Report

The content of NACVE's 6th Report can be reduced, in terms of major concepts, to these generalized statements:

1. The current rapidity of societal change makes the need for counseling and guidance, on the part of both youth and adults, become greater each year.
2. Recent years have seen a rather significant increase in counseling and guidance services aimed at meeting these increasing needs for service.
3. In spite of an increase in counseling and guidance services, the needs for counseling and guidance have not been well met. This, in part, is a function of the fact that the need for counseling and guidance is

growing at a faster rate than are provisions for providing this needed service.

4. Many organizations, agencies, and societal forces have combined to keep the counseling and guidance profession from fully meeting the growing need for their services.

5. A number of possible directional changes are specifically worth considering as approaches to better meeting the growing needs for counseling and guidance services in the United States.

6. The NACVE, while recognizing the imperfections of the counseling and guidance movement, affirms its faith in this movement and its continuing support for counseling and guidance as the best means we know of providing assistance to individuals while protecting individual freedom of choice.

It seems odd to me that some members of the counseling and guidance profession have chosen to describe the Report as a damning and a negative document. It is my firm belief that, on the contrary, this Report represents one of the strongest statements of support for the counseling and guidance movement ever voiced by an organization outside the guidance field itself. I would challenge any of you to examine the contents of this Report carefully and conclude otherwise.

Speaking clinically, it appears to me that the prime objections some professionals in the counseling and guidance movement have voiced concern themselves with the seventeen specific recommended changes contained in the body of the Report. These changes, as explained earlier, grew out of testimony from a wide variety of organizations representing various segments of the general public. It is thus not surprising or difficult to understand why some of them differ, to a considerable degree, from those that would have resulted had only representatives of the counseling and guidance movement been consulted. The only surprising thing to me is why this seems to be so difficult for certain people within the counseling and guidance movement to understand.

Remember, the NACVE was, by law, established to represent the general public. Were any NACVE Report to speak only for one part of society, it would not be fulfilling its legally prescribed function. While NACVE is generally charged with evaluating and suggesting changes in the broad field of vocational education, it is inevitable that, in doing so, not all persons, even within the field of vocational education, are going to be happy with some of NACVE's recommendations.

For NACVE to be concerned about this to the extent that its reports become altered and/or "watered down" versions of the public's concerns would be tantamount to neglect of its lawful duties. The NACVE has never tried to win a popularity contest--and let us hope that it never does. On the

contrary, NACVE has always tried to say what it truly believes to be right.

It seems both improper and unwise for me to comment on each of the 17 "calls for change" contained in NACVE's 6th Report. You can read and study each for yourself. On the other hand, I feel a strong obligation to urge you to really study and to really think about both the nature and the implications of each of these "calls for change." If, after having done so, there are some you wish to oppose, you should certainly exert every effort to do so. The important point to recognize is the necessity for some kind of substantive changes, within the counseling and guidance movement, as part of American society. By issuing its 6th Report, NACVE has specified the kinds of changes it believes should be sought. We dictate to no one. We take orders from no one. We try to listen to all and to do what we believe is right. We will continue to do so.

In closing, I would leave you with this thought mentioned by the speaker at NACVE-SACVE's joint cooperative planning session in Washington, D. C. just last November. Mr. Martin Essex, the new president of the Chief School Officers said: "Youth are for tomorrow; we are for today to help tomorrow's youth."

## "6TH REPORT: IMPLICATIONS FOR COUNSELOR"

Remarks presented by Dr. Ken Hoyt, Professor of Education, University of Maryland, at noon of January 11, 1974 at the Public Meeting, Helena, Mt.

### Introduction:

1. The popularity of the 6th Report is beyond question. Why it has been so popular is open to many questions.
2. The professional counseling community has exhibited 2 major kinds of behavior with respect to the 6th Report.
  - a. A few have objected in a very defensive manner.
  - b. Most have simply kept quiet. (L.A. example-no one said anything.)
3. This seems strange in light of the words of support voiced by NACVE for counseling and guidance.  
Page 6 "...we call upon all to join together in a Total effort to improve the quality and quantity of counseling and guidance services." Page 8 "...Counseling and guidance is imperfect, but it is our best device. It deserves the support and backing of this Council."
4. I suspect it is the nature of changes proposed that have produced this schizophrenic counselor response.
  - a. Therefore, it is the meaning of some of these changes that I want to comment on here.
  - b. It is a document that has to be read very carefully.

### Comments on Recommendations:

1. Recommendation 1: "...work experience outside of education for all school counselors..."
  - a. Restricted to "those who work with students and prospective students of vocational education." Way is left open for counselors with no interest in these students.
  - b. Cites no artificial length of work experience.
2. Recommendation 2: Bring some in with no teaching experience from business and industry.

- a. Does not say they should be called "counselors"...only that they be "intused into the counseling system."
3. Recommendation 3: Counselor education require at least career education course and 1 practicum in study of business-industry-labor.
    - a. Does not specify a given level at which each should make these "requireds".
    - b. Does not say "work"- says "study of business-industry-labor."
    - c. Does not say it must be a 3 semester hour credit.
  4. Recommendation 4: Inservice education for currently employed counselors.
    - a. Who would pretend that it isn't needed?
    - b. Surely more appealing than "writing them off" as some would do.
  5. Recommendation 5: Para-professional personnel work under supervision of professionally qualified counselors.
    - a. Consistent with APGA policy.
    - b. Better than Fla. law that allows counselors to be replaced.
  6. Recommendation 6: Get better data to counselors regarding educational occupational opportunities.
    - a. What counselor can object to that?
  7. Recommendation 7: Improve counseling to minority and disadvantaged.
    - a. Our own literature is full of evidence of need to do this.
  8. Recommendation 8: Expand counseling to adults, handicapped, prisoners, and veterans.
    - a. Did not say do so by taking counselors out of the school system (as some others have said).
    - b. Utterly realistic in terms of these times.
  9. Recommendation 9: Community service counseling.
    - a. Would provide moonlighting jobs for many school counselors. /
    - b. Need is obvious and great.
  10. Recommendation 10: Lower counselor-pupil ratio and encourage more guidance in groups.
    - a. Exactly what APGA is fighting for.

11. Recommendation 11: Make placement and follow-up a part of Teacher Counseling and Guidance Program.
  - a. Inescapable major future function.
  - b. If counseling and guidance doesn't do it, who does?  
Why create another competing empire?
12. Recommendation 12: Career development progress be a major component in career education.
  - a. Protects freedom of individual choice for individuals.
  - b. Makes counselors important persons in Career Ed.
  - c. "Programs" not "Goals" or "Process" is the emphasis here.
13. Recommendation 13: Review of pupil personnel services in USOE.
  - a. Has been a major APGA goal since 1958
  - b. Fragmentation now in USOE is intolerable.
14. Recommendation 14: Categorical funding for counseling and guidance in all legislation calling for counseling and guidance services.
  - a. The major APGA goal of 1973-4 for ESEA.
  - b. Need NACVE support if it is ever to happen.
15. Recommendation 15: State Dept. of Ed. and local school board confirm their commitment to counseling and guidance.
  - a. In light of vocational education now firing counselors - very important.
  - b. Especially for elementary counseling - note all individuals.
16. Recommendation 16: Those who criticize counselors support positive improvements.
  - a. We really need this one.

Conclusion:

- a. In summary, I see none of these 16 recommendations that counselors should not actively support and applaud.
- b. Counseling and Guidance badly needs broad public support. There is no better place to start than with State Advisory Councils for Vocational Education.



SIXTH REPORT  
NATIONAL ADVISORY COUNCIL ON  
VOCATIONAL EDUCATION

COUNSELING AND GUIDANCE  
A CALL FOR CHANGE

The prime legacy being left to today's youth is the certainty of uncertainty. The major thing youth knows for sure is that change is coming--and at an increasingly rapid rate. Change in the nature of occupations, in skill levels required for job entry, and changes in work values. They are being told that their prime goal must be one of adaptability--of being able and ready to change with change. We have assured them that, on the average, they may expect to change occupations somewhere between five and seven times during their working life.

Society has told youth they should want to work and should endorse the work ethic. But the work values of young people in this post-industrial society are not, and should not be, the same as their parents. Youth understands that we have now moved into an era where this Country produces more services than goods--that increasingly, machines produce products, and man provides services. But how is a young person to plan his future so as to provide the greatest possible service to his fellowman while deriving personal satisfaction for himself?

Most youth understand full well that education is a key ingredient in preparation for employment. We have passed on to youth the false societal myth that a college degree is the best and surest route to occupational success--and then cautioned them that less than 20% of all occupations existing in this decade will require a college degree. Youth has been told that many more should enter vocational education, but has never been provided with the hard facts that would give them a reasoned basis for choosing to do so.

Given this "adulterated" view of the future and its prospects, coupled with the true complexity of society, is it any wonder that:

- Over 750,000 youths drop out of high school each year?
- Over 850,000 drop out of college each year?
- Fewer than 1 in every 4 high school students is enrolled in vocational education?
- Record numbers of high school graduates are enrolling in college during the very time when unemployment among college graduates is at a ten-year high?
- The ratio of youth to adult unemployment has risen each year since 1960:
- Student unrest is a strong and pervasive force among both high school and college students.

- Over 75% of all community college students are enrolled in the liberal arts transfer program while less than 25% ever attain a baccalaureate degree?
- 38% of all Vietnam Veterans are enrolled in vocational programs, while 60% are enrolled in 4-year college programs, in spite of the limited prospects of jobs for college graduates?

Youth who are unsure about the future are bound, to some extent, to be unsure about themselves. The American cry for "freedom of choice" carries a very hollow ring for those whose choices have never been made clear.

### THE CURRENT STATE OF COUNSELING

Sixty-four years ago there were no counselors. Today there are more than 70,000.\* The counselor-pupil ratio in the public schools was cut in half between 1958 and 1968. It has declined only a little since then. Professional standards have been raised across the board. There is a growing abundance of better research-based counseling tools. The number of colleges and universities training counselors has doubled in the last 15 years. Nineteen federal education and manpower programs enacted since 1960 have called for counseling and guidance services. On the surface, counseling and guidance seems to shine.

When we look beneath the surface, the status of counseling, in practice, looks shaky and shabby. The following observations summarize some concerns of the Council:

- Counselors and counseling are being subjected to criticism by other educators, parents, students, and industry, and there is validity in this criticism.
- Some national authorities have recommended elimination of elementary school counselors.
- Numerous school boards have reassigned counselors to full-time teaching duties as "economy" measures.
- The Veterans Administration has removed the "request for counseling" question from their Application for Educational Benefits form.
- Adult and community counseling agencies are still non-existent in most parts of the country.
- Employment service and vocational rehabilitation counselors are evaluated in terms of numbers of cases closed rather than quality of service provided.
- Counselors are much more competent in guiding persons towards college attendance than towards vocational education.

\*47,000 are school counselors. Student-counselor ratios: Secondary school level, 475:1; Elementary school level, 3,500:1 or 6,300:1 outside Standard Metropolitan Statistical Areas (SMSA).

- Job placement and follow-up services are not now being routinely provided as an important part of counseling and guidance programs.
- There is a need for the counselor-counselee ratio to be improved in the poverty pockets of the United States.
- In almost no setting is the counselor-counselee ratio low enough to justify strict one-to-one counseling, but counselors still persist in their attempts to use this technique, rather than group counseling approaches, as their primary method of helping people solve their problems.
- Most counselors know very little about the world of work outside of education.
- Counseling and guidance services are being rejected by the hard core disadvantaged as irrelevant and ineffective.

This negative picture is intolerable. A society with an increasing rate of change creates problems for its members, and must accept responsibility for helping individuals solve their problems.

#### WHO IS RESPONSIBLE?

Those who work as practitioners in any field are, and should be, held accountable for both its successes and its failures. There is no doubt that a portion of the responsibility must be placed on counselors themselves. However, there are others who must share the responsibility for providing sound counseling systems for the various publics to be served. Counselors have been more victims than villains, in this sorry scenario. Who else is responsible? The answers, we think, are many:

- School administrators who assign counselors clerical and administrative chores rather than leaving them free to do their professional work.
- Parents who pressure counselors to help students gain college admittance and criticize counselors who try to help students study opportunities in vocational education.
- State departments of education for not making paid work experience a requirement for counselor certification.
- Counselor education institutions which make only one course in occupational guidance required in the graduate programs of counselor preparation.
- The United States Congress which has called for counseling and guidance in 19 laws, but in no law now on the books has provided specific funds to support it.
- The business and industry community for criticizing counselors rather than mounting forward-looking programs designed to upgrade counselor knowledge regarding the world of work.
- Administrators of vocational education for being unwilling to use as much as 4% of their financial resources in support of counseling and guidance services.

- The many agencies of government which employ counselors, for failing to unify requirements for counselors.
- Professional guidance associations which have not effectively made their voices heard among the decision-makers in our society.
- Manpower experts for not collecting and disseminating accurate data to counselors regarding earnings of graduates from occupational education programs.
- Organized labor for being neglectful in establishing a closer relationship with education in general and guidance in particular.
- The individual counselor whose apparent concerns for those he seeks to serve have not been great enough to cause the counselor himself to cry out in protest and to struggle for improvement.

In sort, there are few among us who can be said to be completely free of blame. Recognizing this, we call upon all to join together in a total effort to improve the quality and quantity of counseling and guidance services to all individuals--youth and adults--throughout the land.

#### WHAT MUST BE DONE?

We see no magical solutions, but some reforms are obvious and urgent.

We urge and recommend that:

- State Departments of Education require work experience outside of education for all school counselors who work with students and prospective students of vocational education.
- Individuals with rich backgrounds of experience in business, industry and labor, but with no teaching experience, be infused into the counseling system.
- Counselor education institutions require at least one introductory course in Career Education and at least one practicum devoted to an on-site study of the business-industry-labor community.
- Responsible decision-makers embark on an immediate major campaign designed to upgrade the vocational knowledge and career guidance skills of currently employed counselors.
- Decision-makers in education make extensive provision for the training and employment of a wide variety of para-professional personnel to work in guidance under supervision of professionally qualified counselors.
- Concerted efforts, including computerized guidance systems, be made to get more accurate, timely data to counselors regarding vocational and technical training and job opportunities.
- Increased efforts be made to improve sound counseling and guidance services to members of minority populations and other disadvantaged persons.
- Special efforts be made to mount and maintain effective counseling and guidance programs for handicapped persons, for adults, for

correctional institution inmates, and for veterans.

- Community service counseling programs be established and operated throughout the United States.
- Immediate efforts be made to lower the counselor-pupil ratio in elementary, secondary, and post-secondary educational institutions to a point where all who need counseling and guidance services will, in fact, receive them, while simultaneously encouraging more guidance in groups.
- Job placement and follow-up services be considered major parts of counseling and guidance programs.
- Career development programs be considered a major component in Career Education, both in legislation and in operating systems.
- The United States Office of Education create a Bureau of Pupil Personnel Services that includes a strong and viable Counseling and Guidance Branch.
- The United States Congress create categorical funding for counseling and guidance in all legislation calling for these services.
- State Departments of Education and local school boards initiate actions confirming their commitment to the importance of providing sound counseling and guidance services to all individuals.
- All those who now criticize counselors be charged with responsibility for making positive suggestions for their improved performance.

Our glory, as a nation, has been the multiplication and re-multiplication of choice, but it will become our shame if we fail to help our people cope with Choice. Counseling and guidance is imperfect, but it is our best device. It deserves the support and backing of our entire society. It has the support and backing of this Council.

Respectfully submitted,

NATIONAL ADVISORY COUNCIL