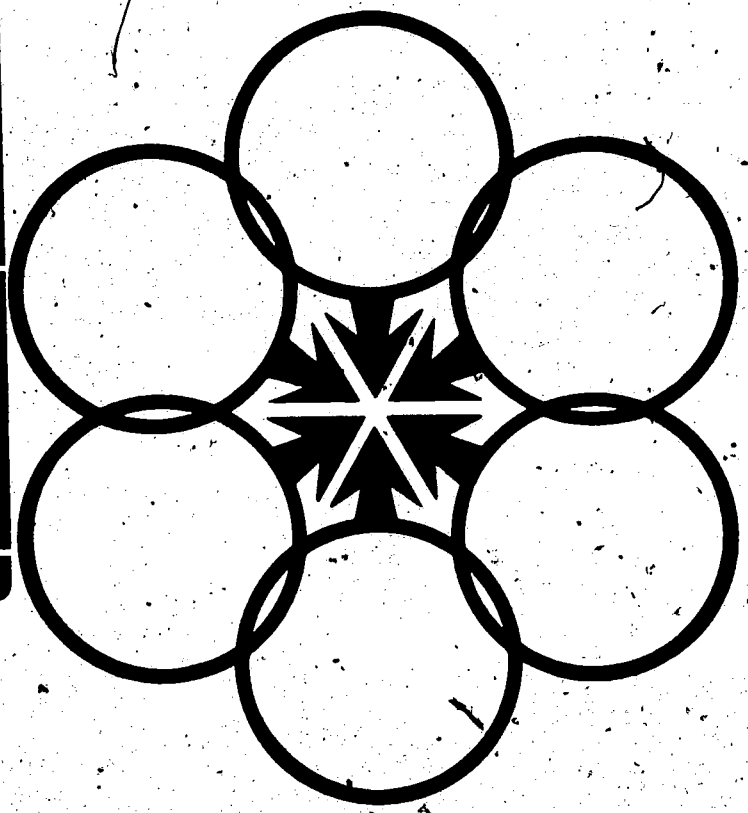
DOCUMENT RESUME

ED 116 100 95 CG 010 269

TITLE	A Final Program Report from Louisville Public Schools and the University of Louisville 1971-1974.
INSTITUTION	Louisville Public Schools, Ky.; Louisville Univ., Ky. School of Education.; Midwest Center/Consortium for Planned Change in Pupil Personnel Programs for Urban Schools, Bloomington, Ind.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C.
PUB DATE	[74]
NOTE	38p.; For related documents, see CG 010 264-270
AVAILABLE FROM	William Kelly, Department of Educational Psychology, University of Louisville, Louisville, Kentucky 40208
EDRS PRICE	MF-$0.76 HC-$1.95 Plus Postage
DESCRIPTORS	Academic Achievement; Counseling Goals; *Counselor Role; Counselor Training; *Cultural Awareness; *Disadvantaged Youth; *Group Dynamics; Models; *Pupil Personnel Workers; Secondary Education; Urban Education
IDENTIFIERS	*Education Professions Development Act; EPDA; Kentucky (Louisville)

ABSTRACT

As part of the Midwest Center/Consortium for Planned Change, the University of Louisville School of Education and the Louisville Public Schools designed a program for the training of a "new professional" to help alleviate problems of inner-city students. Main goals of the program were: (1) to improve the competence of pupil personnel workers by helping them understand the culture, value system, and community standards of the clients being served, and help them improve their skills in consulting with parents; (2) to increase the effectiveness of the pupil personnel staff by providing an opportunity for personal growth and development through group interaction experiences; (3) to develop an effective model for the operation of a Pupil Personnel Team in individual schools; (4) to develop a model for the resolution of staff and administrative problems; and (5) to redefine the role of counselors, whereby they become consultants to teachers as well as counselors to students. Parents of students were actively involved in the program. Pupil personnel workers enrolled in the university to take courses and participated in several workshops organized to realize the goals stated. Most of the major goals of the program were realized. (Author/SE)



A Final Program Report from Louisville Public Schools and the University of Louisville 1971-1974

THE MIDWEST CENTER/CONSORTIUM
FOR PLANNED CHANGE IN PUPIL PERSONNEL
PROGRAMS FOR URBAN SCHOOLS
INDIANA UNIVERSITY

THIS WORK was developed under a contract/grant from the United States Office of Education, Department of Health, Education, and Welfare. However, the content does not necessarily reflect the position or policy of that agency, and no official endorsement should be inferred.

ABSTRACT

Louisville Satellite Final Program Report

The Louisville Public School System was suffering all the pains and agonies being experienced by inner-city schools throughout the nation. Middle-class white flight to suburbia had increased the number of Black students to 50 per cent. Discipline had eroded to the point where teachers clamored for protection. There was less than a 40 per cent chance that a youth entering an inner-city junior high school would complete high school. One report listed Louisville as being second only to Philadelphia in drop-outs. The exceedingly low academic achievement level had continued to drop lower each year of the preceding decade.

Even though the University of Louisville School of Education is located within the boundaries of the Louisville School District, an invisible ivy-covered wall seemed to insulate the College from the agonizing problems that plagued the surrounding school system.

The possibility of obtaining a grant for Pupil Personnel Services through EPDA challenged the university and the Louisville Public Schools to design a program for the training of a "new professional" to help alleviate problems of inner-city students. From the beginning, it was agreed that this project was to be a reciprocal learning experience. Staff from the university's Counselor Education Unit were to train pupil personnel workers in techniques for dealing with inner-city children. But of equal or even greater importance was the opportunity for rank and file pupil personnel workers to expose the university professors to the real world of inner-city schools. Such an interaction, hopefully, would bring about both institutional and personal change . . . change which would help reverse the rapid deterioration of inner-city schools.

Eight goals were agreed upon:

1. To increase the effectiveness of the pupil personnel staff by providing an opportunity for personal human growth and development through group interaction experiences
2. To develop an effective model for the operation of a Pupil Personnel Team in individual schools
3. To increase the effectiveness of all student personnel services to staff members through the utilization of group processes
4. To redefine the role of counselors, whereby they become consultants to teachers as well as counselors to students
5. To develop a model for the resolution of staff and administrative problems by the use of Conflict Management Labs
6. To achieve a multiplier effect of the project by training the administrative staff of the Student Personnel Services Department to become trainers of personnel workers (in the school system) not directly associated with the project.
7. To develop at the University of Louisville a pre-service training program which focuses on the areas of group dynamics and the consulting role
8. To provide opportunities for the Counselor Education staff at the university to discover methods of counseling with inner-city students by serving as both trainee and trainer in the project schools.

Because of significant input from parents and the continual evaluation that went on, two further high priority goals developed:

9. To improve the competence of pupil personnel workers by helping them understand the culture, value system, and community standards of the clients being served
10. To improve the skills of pupil personnel workers in consulting with parents

The project was co-directed by the head of the Counselor Education Unit of the university and the director of the Division of Guidance Services of the school district. Fourteen inner-city schools, identified as not meeting the needs of the vast majority of their students, were selected as target schools. All pupil personnel workers—counselors, social workers, visiting teachers, nurses, counselor aides, and police-school liaison officers—were invited to participate in the project. What turned out to be one of the most constructive components of the project was the Advisory Council. The council included five parents, a school nurse, a paraprofessional counselor aide, the assistant dean of the School of Education, and later, the director of the Division of Guidance Services of the State Department of Education. The participation of the parents on the council in virtually all phases of the project

provided invaluable insights into the reasons why pupil personnel workers, failing to understand the culture of those they would help, so frequently were ineffective in their work.

The academic structure of the project remained basically the same throughout the three years. All participants were enrolled at the university each semester in a course especially designed for the project. (Undergraduates, A.B. degree persons, and post-master's degree persons were sometimes enrolled for college credit in the same courses.) The instructional program contained three components: (1) two-hour formal class instruction each week, (2) small group meetings in the schools to critique the effectiveness of new techniques, and (3) individual practicum in the schools with a university staff member alternating as supervisor and participant. Through this direct, on-site participation, the university staff came to understand, first hand, the problems of the inner-city school.

The social interaction between persons of widely varying socio-economic, educational, and cultural backgrounds contributed much to the learning experiences. A wide variety of workshops, ranging in length from one day to three weeks, were conducted during the three years. Among the more important were workshops focusing on:

"Interpersonal Relations"
"Upgrading Group Counselor Skills"
"Conflict Management"
"Summer Planning Retreat—Developing a Plan for Action"
"Orientation of Principals to Change Concepts"
"Evaluation Retreat—Process and Product"
"Parent Effectiveness Training"
"Paraprofessional (CQP) Training—Preparing Paraprofessionals to Work on Change Teams"

As a result of the many exciting events and processes which occurred during the three years, many changes came about. Perhaps one of the most important accomplishments was the warm, trusting relationship which was generated between the university and the public school system. Each now feels free to call upon the other for assistance when needed.

Among the accomplishments seen at the project schools were:

1. Growth of the staff members in interpersonal relations so that they become warmer, more understanding, and more empathic to individuals served
2. An increased awareness of the culture of the clients being served
3. The development of the Pupil Personnel Team approach to the solution of student problems
4. A redefinition of the traditional role of counselor to create a "new professional." New counselor functions include: (1) consultation with teachers; (2) group counseling with children; (3) group counseling with parents; and (4) participation on a PPS team. (A de-emphasis of routine administrative duties served to free counselors for their now expanded functions.)
5. A demonstration of effectiveness by reversing the downward and the upward trend in dropout rates.

Changes at the College of Education level included:

1. Increase in minority group staff members.
2. Changes in teaching methods which now include Multi-Level Teaching, Team Teaching, "On-Site" Teaching, and interdepartmental team teaching.
3. Creation of three new courses specifically for the training of the "new professional," and extensive revision of all established courses through the development of a transportable model for university curriculum renewal—involving needs assessment, experimental presentation with feedback, and final modification.
4. Establishment of two new degree programs: (a) a post-master's Educational Specialist degree for counselors moving up the educational ladder to achieve competency for the "new professional." (b) An A.B. degree in Guidance and Counseling; this latter degree may eventually prove to have revolutionary effect on counselor education in America. It would provide for an entry level in the schools with an A.B. major in Guidance and Counseling (instead of an entry level with a M.A. tacked on as an appendage to the regular teacher's certification). Thus a professional career ladder would be created: baccalaureate, master's and specialist degrees. State Department officials and school supervisory personnel have been impressed with the effectiveness of these undergradu-

ate students being used experimentally in the project. In fact, the state guidance committee has made a recommendation to the State Superintendent of Public Instruction that provision be made for certifying A.B. degree persons with majors in Guidance and Counseling and satisfying certain requirements of the Certification Board. Until such time that this comes about, these graduates are finding jobs in public agencies such as State Employment Offices and mental health clinics.

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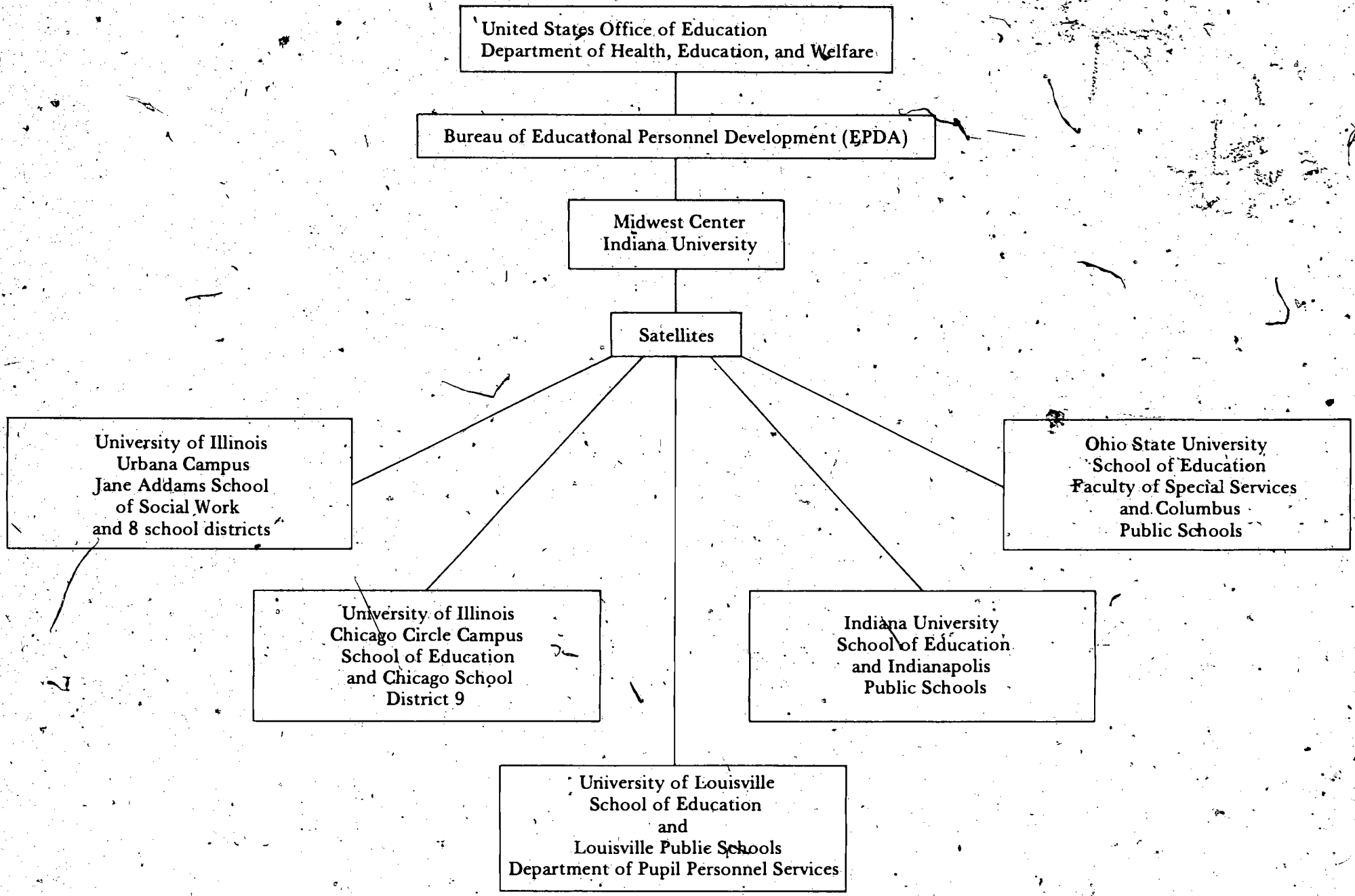
ORGANIZATIONAL STRUCTURE



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CHAPTER I

Introduction to the Project

Background

The area served by the Louisville Public School System, with approximately 50,000 students, includes that portion of Jefferson County considered the "inner city" of Louisville. Four years ago when a proposal for this project was being planned, the Louisville School System was suffering all the pains and agonies being experienced by inner-city schools throughout the nation. Using whatever indices one might select (unemployment, poverty, welfare recipients, one-parent families, crime, delinquency, school dropouts, academic underachievement, etc.), the Louisville School District had the highest concentration of problems of any area in the state of Kentucky.

The Louisville situation reflected the national urban pattern of middle class white flight to suburbia. Over half of the inner-city students came from families with annual incomes of $3,000 or less, or were receiving AFDC. Discipline within the schools had eroded to the point where schools were no longer a haven of safety; teachers were clamoring for protection. The delinquency rate in the district, as measured by court referrals, was over five times the national average. Within the inner city the rate was even higher. The dropout rate was one of the highest among the nation's major cities. (There was less than a 40 per cent chance that a youth entering an inner city junior high school would complete high school.) One report listed Louisville as second only to Philadelphia in rate of dropouts. The exceedingly low academic achievement level, as measured by national norms, had dropped lower each year of the preceding decade at an accelerating rate.

Faced with these problems, in 1969 the Board of Education employed an innovative young educator as superintendent. He instituted a large number of educational reforms with particular emphasis on a humanistic approach to teaching. But change is a slow, difficult process. Parental resistance was strong. Many older teachers refused to be shaken out of the apathy which had smothered them for so long. Younger teachers, expecting overnight miracles, became disillusioned. And most students continued to suffer from a self-fulfilling prophecy—externally and internally. Little was expected of them; they expected little of themselves. Most were unable to adjust to the freedoms permitted in the new learning strategies.

These are the problems which, according to educational textbooks, should be solved, or at least ameliorated, by the staff of a Pupil Personnel Department. No one knew better than the staff themselves that they were failing. They knew they were being stifled by traditional role definitions, and even on occasions when released from traditional restraints, they felt inadequate and untrained to meet the challenge. Because of the dire financial condition of the school district, it was obvious that if improvement was to be achieved, it would come not through an increase in size of the PPS staff but through an increase in staff effectiveness.

The School of Education of the University of Louisville is located within the boundaries of the Louisville School District. In many ways it might as well have existed in another state. An invisible ivy-covered wall insulated the College from the agonizing problems that plagued the surrounding school system. One of the most vociferous critics of an experimental program being undertaken in one of the schools, for example, was an educational psychology professor who had never been inside the school he criticized. His information came principally from newspaper accounts. Many would characterize the College as hide-bound to tradition, unaware of the drastically changing needs of schools, particularly those of the inner city. But there was, in truth, a growing awareness among many of the College's faculty and administration that the school was somehow, in some way, failing not only the Louisville Public Schools, but all schools in the training of pupil personnel workers. Newly emerging needs of a changing society demanded a new professionalism.

In retrospect, the chairman of the Educational Psychology Unit of the School of Education recalls, "We weren't sure what their problems were, but we knew they weren't being effective in the inner city." Even more apropos is the observation of the Director of Guidance in the Louisville schools: "These university people were most surprised when they saw their trainees out there on the job and realized that much of the "good stuff" they had been laying on those students wasn't the least bit relevant. It wasn't what they needed out there on the firing lines."

The prospect of obtaining a grant for Pupil Personnel Services under the Educational Professions Development Act (EPDA) was a challenge to the university and the public school system. It was a challenge to take the initiative in exploring new avenues to make this training relevant. The overriding philosophic objective of the

U. S. Bureau of Educational Personnel Development could not have more perfectly paralleled the Louisville needs—to improve the quality of education for low income, low-achieving students. In conceptualizing the "new professional" to meet this need, the bureau established specific guidelines.

EPDA Rationale

The following statement of goals has been taken from the program guidelines provided by the United States Office of Education, Educational Professions Development Act, Pupil Personnel Services branch for '71-'72 and '72-'73. Thus these objectives are adapted for the Center/Satellite programs.

A. The undergirding objective of the Educational Professions Development Act-Pupil Personnel Services Program—as with all programs in the Bureau of Educational Personnel Development—is to help improve the quality of education of low-income, low-achieving students and contribute to informing institutions at all levels of the needs of these people. The preparation and training of new professionals who in turn teach others in the new interprofessional model is the major means by which this will be accomplished. The more specific goals, therefore, are:

1. To improve the qualifications of the trainers and supervisors who are committed to the preparation of the new professionals
2. To train new professionals to develop programs which:
   a. Contain collaborative planning and evaluative arrangements among the university, school, State Department of Public Instruction, and related communities and community agencies;
   b. Train the new professionals to train other members of the educational community to function together as a team;
   c. Design, implement, and evaluate new professionals' training programs which are appropriate for low-income area schools.
3. To recruit and train minority group persons as trainers who will prepare the new professional
4. To bring about, both in the institution which prepares new professionals and in the systems where they function, organizational change which will facilitate achieving the concept of a collaborative educational community for meeting the goals stated above

The above-stated goals are further reinforced by statements from the Educational Professions Development Act-Pupil Personnel Services Programs:

5. Pupil Personnel Service workers should not continue to work only in their traditional specialist areas, such as assigning assessment to school psychologists, vocational guidance to counselors, health service to nurses, and community services to social workers.
6. The new professional specialist ought to be concerned with and competent to deal with a variety of needs felt by the teachers, students, community and system while working with other specialists.

B. The new professional should use a developmental and preventive model for human growth and development.

C. Role changes of Pupil Personnel Workers should be reconstructed by focusing on the actual behavior of the pupil personnel worker rather than his professional title, affiliation, or position.

D. The cultural gap must be bridged between students, professionals and/or paraprofessionals who are educationally or culturally different.

After a critical review and analysis of the EPDA rationale in conjunction with the broadly defined needs of each satellite, the Midwest Center developed the following objectives which were approved in their present form by each satellite. The agreed upon terminal objectives were:

Midwest Center Terminal Objectives

1. Alteration of the training programs in universities which prepare pupil personnel workers in order to influence the changing of pupil personnel services offered at the school level.
   a. To have each satellite prepare a prospective new degree program or specialization which could be adopted in its university, which would qualify as a training program for the "new professional" as defined in the EPDA rationale
   b. To have experimental or pilot courses developed by the satellite staff which logically relate to the EPDA rationale, and have been proven effective in teaching the skills, concepts and attitudes the courses seek to provide
   c. To have each satellite develop pilot courses of instruction which are closely related to the practical problems that face inner city schools
   d. To have the university component of each satellite incorporate into its present degree program a course that deals with cultural awareness, decision making and planned system change

e. To have the State Department of Public Instruction (SEA) adopt the requirement that a course that deals with cultural awareness, planned system change and data-based decision making be required for certification in PPS and School Social Work for inner city work

f. To have each satellite be able to support the decisions it has made with valid data; to have it secure evidence of the results it has achieved and evidence of the effectiveness of its strategies

2. The new professionals (entry and renewal) will perform services as trainers, developers, and consultants, as well as provide direct services to consumers in schools, by
   a. Utilizing organizational development and organizational behavior
   b. Providing consultation theory and practice
   c. Urging community development
   d. Diagnosing learning difficulties and their couses
   e. Aiding definition and remediation of communication difficulties
   f. Applying of accountability and evaluation procedures
   g. Demonstrating acceptance and operationalization of the educational community concept (school-community-university-state department)
   h. Continuing needs assessment for adapting both training and services
   i. Learning about and implementing programs to focus on cultural and developmental differences
   j. Initiating multi-level and multi-discipline training concepts

A detailed discussion of these objectives and of the activities designed to meet them can be found in Appendix A.

Within the framework of these guidelines and objectives, a proposal was jointly designed by the Louisville Public Schools and the University of Louisville. The proposal, submitted in the fall of 1970, was somewhat unique in that each party in this program, to be equally co-administered, sought to learn from the other. This faculty of the College of Education, were to train Pupil Personnel Service workers in techniques of dealing with problem children. But of equal or even greater importance, the faculty were also to become students—students under the tutelage of the rank and file pupil personnel workers. These workers would show the university professors the real world of inner city schools, the culture in which they exist, and the problems which plague these youths. Such an interaction, hopefully, would bring about both institutional and personal change . . . change which would help reverse the rapid deterioration of inner city schools.

Goals

While the activities of the three year EPDA program were carefully geared to satisfy the specific requirements of the grantor, the real core of the program never veered from the determination to bring about change through the interaction and mutual education of the university staff and the public school staff. A third dimension also developed. The original proposal called for an Advisory Council which included parents. These parents played an increasingly important part (as will be detailed later) in the interchange of ideas and in the determination of unmet needs which necessitated new role definitions for pupil personnel workers.

In the original proposal presented to EPDA, before the Center-Satellite concept was developed, eight specific goals were established. Due to the continual evaluation, both internal and external, these goals were somewhat modified in wording, definition and priority in subsequent annual proposals. But in reviewing the three-year program as a complete unity, it became apparent that these goals continued to determine the philosophic direction of the project. Briefly summarized, these goals and their underlying assumptions were:

1. To increase the effectiveness of the pupil personnel staff by providing an opportunity for personal human growth and development through group interaction experiences.

   An individual working with youth cannot function effectively if he does not feel comfortable about himself as a worthwhile human being, or if he does not have a realistic picture of how others see him. Group experiences—encounter groups, communication skills labs, human potential seminars, etc.—would be used to help individuals achieve these insights.

2. To develop an effective model for the operation of a Pupil Personnel Team in individual schools

   Complex and difficult student problems can best be remediated through efforts of a team consisting of the counselor, principal, social worker, school nurse and representatives of applicable public and private agencies. Ultimately time will be saved by the elimination of duplication of efforts, by getting to the core of the problem, and by recognizing the strengths and limitations of individual team members in dealing with the problem.

3. To increase the effectiveness of all student personnel services staff members through the utilization of group processes

   The ratio of students to staff makes it imperative that, in as many ways as are feasible, staff time be utilized by working with groups. Instructions in group dynamics will attempt to develop these skills.

4. To redefine the role of counselors whereby they become consultants to teachers as well as counselors to students

   Again the shortage of staff makes it imperative that counselors assist teachers in techniques of dealing with many problems directly in the classroom instead of referring these students to counselors.

5. To develop a model for the resolution of staff and administrative problems by the use of Conflict Management Labs

   Part of the ineffectiveness of pupil personnel staff members arises out of the breakdown of communications and the confusion in lines of authority and role definition which exists between the service personnel and the administrative personnel of the school, as well as between service personnel themselves. A procedure for resolving these conflicts is needed.

6. To achieve a multiplier effect of the project by training the administrative staff of the Student Personnel Services Department to become trainers of personnel workers (in the school system) not directly associated with the project

7. To develop at the University of Louisville a pre-service training program which focuses on the areas of group dynamics and the consulting role

8. To provide opportunities for the Counselor Education staff at the university to discover methods of counseling with inner-city students by serving as both trainee and trainer in the project schools

Through the continuing evaluation that went on, two further, high-priority goals developed. These grew out of the needs discovered in the workshops and conferences which included parents.

9. To improve the competence of pupil personnel workers by helping them understand the culture, value system, and community standards of the clients being served

   This goal directly evolved out of the process of *really* listening to what parents were saying . . . that school personnel frequently sought to impose their own value system on students, thus creating within the student an emotional conflict with parents and community. But the goal also was a reflection of the strong emphasis on "cultural awareness" which was expressed by the Midwest Center.

10. To improve the skills of pupil personnel workers in consulting with parents

    Similar to goal 9, this grew out of parent input. It reflected the feeling of many parents that counselors and other school personnel looked down on the parents, used words and concepts not familiar to parents, and by their attitude, generated negative feelings about the school among parents, a feeling which was then transmitted to their children.

These ten goals should not be confused with the six terminal objectives which were established by the Midwest Center during the second year of the project (see Appendix A). While the individual goals of the six satellites in the Center-Satellite consortium varied according to the specific needs of each satellite, they all were efforts to interpret the EPDA rationale.

CHAPTER II

Implementation of the Project

The Louisville EPDA project was a segment of a national effort. Centers were established throughout the country by the Bureau of Educational Personnel Development, and operational units called "Satellites" were formed by the Centers. The Louisville project was one of five satellites of the Midwest Center, located at Indiana University in Bloomington, Indiana. (See a chart of "Organizational Structure," Appendix B.)

Many conferences were held at the Center, and staff of the five satellites exchanged on-site visits. This interchange of ideas among the various members of the consortium, as well as the direction given by the Center staff, were highly important in the development of the ongoing program. The fact that little mention is made here of this phase of the program is not to ignore its value. This report, however, basically is limited to the Louisville story—what was done, and what was accomplished.

Administration and Staff

Administrative control was equally shared between the College of Education of the university and the Louisville Public Schools (See page iv for a list of collaborators), one co-director coming from each component. Members of the Counselor Education Unit of the university made up the basic instructional staff. It is readily apparent that although the project was directed toward all pupil personnel workers, there was a strong counselor orientation in the implementation. Outside consultants with special expertise were utilized in various workshop activities.

Participants

Fourteen inner-city schools, identified as not meeting the needs of a vast majority of their students, were selected as target schools. Included were one senior high, four junior highs, and nine elementary schools. All schools were Title I ESEA schools and met federal poverty guidelines.

All pupil personnel workers in these schools were invited to participate in the training. Thirty-five accepted. It is important to note that by design these participants varied widely in their academic status, yet were to be trained simultaneously in the same program. Counselors and social workers held master's degrees. After the first year, the parents on the Advisory Council (see below) were included in the official training program, and they held only high school degrees. This variation in educational background, which most participants agreed was one of the strengths of the program, required considerable cooperation and flexibility on the part of the university administration. This situation naturally encouraged the development of special techniques for multi-level teaching.

The Advisory Council (Community Input)

The original proposal established an Advisory Council consisting of five parents (three of whom happened to have children in all three levels of school—elementary, junior, and senior high), a school nurse, a paraprofessional counselor aide, and the associate dean of the School of Education. The two co-directors served as ex-officio members. (Later the director of the Division of Guidance Services in the Kentucky Department of Education was added to the council so that an additional level of input could be achieved.)

From the very beginning this council played a major role in assessing the needs of the schools and in determining subject topics to be included in the curriculum. It was a refreshing experience for the parents of children in inner-city schools to be able to explain in graphic terms to university professors and school administrators how it is that many counselors do not hear what parents are saying, very often do not understand the language, much less the concerns, of the parents, and seldom have any knowledge of the background of the children they would help.

Recognizing the legitimacy of these parental concerns, the first activity of the project, a two-week preschool group interaction workshop, utilized these parents as "instructors" in helping the participants become more sensitive to the feelings of others. Many of the school staff, for the first time, saw themselves as they were perceived in the community they were serving. Most found it a shocking, frightening experience. One parent later explained:

> "We parents pulled no punches. We spoke honestly about what we felt; what we had experienced; what had happened to our children. We laid it on the line, what had happened to us and some of the changes we felt should be made. We were determined that this program would set some of these wrongs right."

A junior high school dropout interacted with the group during this workshop. He was very heated in his feelings about his teachers, his principal, the school nurse, but he made no mention of his counselor. When asked by one of the participants about his junior high counselor and the help he had received from this specialist, he answered, "Oh well, she is just an administrator." This opinion was held by a number of the participants.

Few programs have started with such insightful contribution from the community being served. Through the eyes of the parents, both university and school personnel saw the need for the redefinition of the roles of pupil personnel workers, the need for the development of new skills, and the need for revision of counselor training courses.

The Advisory Council met on a regular basis, sometimes once a week, but always twice a month. They reviewed what was going on. They made certain that parents had a continuing input in the program. Because of the effectiveness they demonstrated in the first year, these parents were permitted in the final two years of the project to enroll in university courses for official college credit. Three did so.

Academic Instruction

All phases of the project structure remained flexible throughout the three years. However, the basic design envisioned in the first year's proposal was generally followed. All participants were enrolled each semester in a course at the university dealing with some phase of pupil personnel services. College credit was given, both at the undergraduate and graduate levels. All courses were specially designed for the project to meet the needs of the "new professional." Courses were experimentally modified, even during the semester, as needed skills were identified by the staff, the trainees and the Advisory Council.

Classes for all participants met once a week for two hours at the university for the formal portion of the academic instruction. There were two additional components of the instruction and interplay between the university staff and the school staff. One was the heterogeneous group experience. The participants were divided into three groups with counselor educators from the university as group leaders. These groups were allowed total flexibility as to time and place of their meetings. Most times they would meet in the schools where techniques being studied were put into practice. These methods were observed and critiqued. At other times they would meet in the home of the professor assigned to the group, or again at the home of one of the participants for a potluck supper. Although these groups were made up of individuals with widely varying academic levels and socio-economic status, one integrating force bound them together—a determination to improve the lives of inner-city youths.

A third component of instruction had to do with the individual participant struggling to implement the new approaches to pupil personnel services in his particular school. University staff members of the project would meet with that individual—assisting, observing, critiquing—as he carried out various activities, such as holding a parents' group conference or conducting a Pupil Personnel Team session to consider a particular problem child. It was, perhaps, in this direct participation on the firing line that the university staff came closest to understanding the problems of the inner-city school.

This third level also had a "multiplier effect" on the training program. Since not all of the pupil personnel workers in a school were included in the training project, those who were trainees served as trainers in helping other staff members attain the skills of the new professional.

Special Workshops and Labs

A wide variety of workshops were held during the three years of the project. Most were preplanned and included in the year's schedule. Others were created during the year as needs for special in-depth study and/or practice were recognized. They ranged in length from one day to six weeks. Leaders with particular expertise were brought in as consultants, frequently from the staffs of other universities. In addition, outside participants, appropriate to the workshop being conducted, were included in order to give substance and reality to the program. Thus, for example, parents and principals were brought into the Conflict Management Lab. At other times students were included.

Among the more important of these workshops were:

August 1971 *Workshop on Interpersonal Relations*—Two weeks

Purpose: (1) To permit participants (including university staff) to examine their own attitudes and self concept, (2) to help them become more sensitive to the feelings of students, parents, and co-workers, and (3) to permit them to experience first hand the dynamics of the group process.

Activities: (1) Various group interaction techniques including T-groups, encounter groups, group-on-group, fish-bowling, etc. (2) Social interaction among the multi-cultural group. (3) Extensive direct feedback from parents and students who felt they were not being adequately helped by the school pupil personnel workers.

Participant Reaction: "This workshop had a startling effect on me. The parents were all so negative against the counselors. It was productive because people started thinking and re-examining themselves."

November 1971 *Workshop in Upgrading Group Counseling Skills*—Three days

Purpose: Participants were organizing groups in their particular fields (e.g., school nurses were conducting groups for both students and parents, dealing with various health problems such as obesity, inadequate nutrition, etc.) The Advisory Council concluded that most of the participants did not possess the counseling skills necessary to prevent the newly organized groups from floundering.

Activities: Dr. John D. Boyd from the Department of Counselor Education, University of Virginia, conducted the workshop utilizing the Micro-Counseling Training Models which he has developed. These were designed to teach a cognitively flexible set of counselor verbal response behaviors.

Participant Reaction: "Using techniques presented in the workshop, I was finally able to get my group off the ground. The guidelines were helpful. Also I was able to give the teachers some insights in how to work with groups."

January 1972 *Conflict Management Lab*—Three days

Purpose: Attempting change created many areas of conflict—conflict between the pupil personnel workers and their principals, between workers and parents, and between the workers themselves. The lab was designed to develop techniques for resolving conflict and negative attitudes as a necessary skill of the "new professional."

Activities: Dr. Francis Trusty, a certified National Training Laboratory trainer, from the University of Tennessee, conducted the lab. Administrative personnel, including principals and parents, were invited. Understanding the real basis of conflicts was promoted through the use of encounter groups, black-white confrontation experiences, and parent-counselor demonstrations. Mastery of the techniques for resolving conflicts through "confronting, negotiating and withdrawing," was accomplished through role-playing situations and using verbal and non-verbal communications exercises.

Participant Reaction: "The lab was excellent and helped to alleviate some of the pressure. But some people slide back to resisting change. When this occurs a Conflict Management Workshop should be created immediately to help."

August 1972 *Summer Planning Retreat*—Three days

Purpose: To permit the Counselor Education Faculty and the Advisory Council to examine and critique the work of the summer planning committee. (This committee, consisting of the assistant dean of the School of Education, the chairman of the university's Educational Psychology Unit, a school nurse, a school counselor, a paraprofessional counselor-aide, and a parent, had devoted a major portion of the summer to developing the objectives and activities for the 1972-73 program.)

Activities: The participants studied the objectives, course outline and suggested reading lists presented by the planning team. Most of the time was devoted to developing ways and means for attaining these objectives.

September 1972 *Orientation of Principals to EPDA Program*—One day

Purpose: To obtain the understanding, cooperation and support of the school principal in implementing the new techniques in pupil personnel services, such as the use of the team approach and the use of group counseling.

Activities: All project school principals were invited to the workshop where they were given a copy of the summer planning report. This was explained by the staff. A major segment of the time was devoted to informal interaction between the advisory committee and the principals.

Participant Reaction: "It was an informal meeting where I, as principal, was able not only to state what I expected of a counselor, but also to find out from these counselors and parents how I could help make their work more effective."

May 1973 *Evaluation Retreat*—Two days

Purpose: To evaluate the results of two years of the project with particular emphasis on unmet goals which required special emphasis in the final year.

Activities: Participants were the EPDA Advisory Council, the co-directors, the training staff from the university and representatives of the Center staff at Indiana University. Prior to the retreat, a needs assessment survey had been conducted in each of the fourteen schools and each trainee had filled out an evaluation survey. With these to work with, the participants prepared a list of goals and activities to be included in the 1973-74 program.

March 1973 *Parent Effectiveness Training Workshops* (three phases)
Phase 1, five days; Phase 2, one day; Phase 3, ongoing

Purpose: No matter how efficient a school system may be, a child's academic success probably depends as much, or more, on a parental attitudes and home training than on the school itself. Consequently, the EPDA staff sought a means whereby pupil personnel workers could help parents become more effective in dealing with their children.

Activities: Dr. Thomas Gordon's book, *Parent Effectiveness Training*, was used as the basis of these workshops. But the PET program has frequently been criticized as being too middle class oriented to be successful in the inner city. For this reason, a three-phase program was developed. First, a professional trainer was used to train the members of the Advisory Council (including five parents) in the techniques of conducting PET workshops. The professional trainer was Dr. Carolyn Brown, of the Indiana Mental Health Department. Parents were encouraged to bring their children, and students from the project high school served as baby sitters. Breakfast and lunch were provided for these parents by the Satellite, and they paid a small stipend for bus fare. After five days of training, Phase Two was undertaken. Over one hundred parents were brought in for an all-day and evening PET workshop, where the new trainees conducted the groups. The university staff and the pupil personnel workers served as observers. They saw how these parent leaders were able to adapt PET material to their own needs and cultural backgrounds. In Phase Three, the Pupil Personnel Team in each school organized parents' groups which met variously from once a week to once a month to learn how to deal with problems of students in the home. Thus, an interesting cycle was generated whereby a specialist trained parents, who in turn trained the professional workers to work with parents in groups.

Participant Reaction: (Note: In the participant evaluation of the various workshops and activities of the EPDA project, the PET program was rated highest of all.) "In one day of observing these trained parents conduct groups of their peers, I learned more about how to be effective with groups of parents of the inner city than I could from weeks of study at the university."

May 1974 *Paraprofessional (COP) Training Workshop*—Two weeks

Purpose: The male counselor aides, funded through the Career Opportunities Program have proven to be invaluable in the elementary schools, particularly in the role of a male model to elementary boys from "mother only" homes. Through the EPDA project, these eight counselor aids have been enrolled in the undergraduate counseling program at the University of Louisville. They have, however, frequently refrained from meaningful class interaction, possibly from a sense of insecurity and inadequacy in the company of older, post-master's degree fellow students. This workshop sought to give concentrated training in interviewing and counseling skills to this specific group.

Activities: Sessions lasting two hours were conducted each evening. These focused primarily on Kagan's "Influencing Human Interaction Interpersonal Process Recall" (IPR model) and Ivey's Microcounseling Paradigm. Packaged lectures, demonstrations and role-playing exercises were used.

Summer 1974 *Training of Police-Liaison Officers* (A spin-off program)
Six weeks

Objectives: The Police Liasion Officers are non-uniformed officers, paid by the Louisville Police Department and placed in the junior and senior high schools as members of the Pupil Personnel Team. While they are regular officers, possessing full police powers including that of arrest, their principal function is to serve as counselors to students in matters relating to the law. The Louisville Police Department

financed this training program to give the officers counseling skills as had been developed for paraprofessionals in the EPDA project.

Activities: A telescoped version of the full undergraduate counselor program was given, starting with group interaction experiences, including encounter groups, and going on into counselor skills, utilizing the tapes of Kagan's "Influencing Human Interaction Interpersonal Process Recall" series.

CHAPTER III

What Was Accomplished?

Meaningful evaluation of a project such as the Louisville EPDA program is most difficult. The objective was change in services offered to children. But change in itself is not necessarily good, not unless it improves the final product of those services. In this case, the final product is the ultimate quality of the lives of the children being served. One would have to wait five . . . ten . . . twenty years before all the data could be made available.

For that reason, evaluators attempt to establish intervening behavioral objectives which can be measured. It is not appropriate here to enter the debate about whether behavioral objectives legitimately measure the ultimate objectives of a program such as this one. It suffices to admit that the behavioral objectives established for this project did not prove adequate. Looking back over a great many exciting events and processes which took place during the project, most of the behavioral objectives now appear most insignificant. Two examples:

Each trainee will be able to identify the phrase in a sentence which refers to "setting" or "conditions of behavior" with 100% accuracy.

Each trainee will be able to identify the antecedent events in four out of five precoded video tape segments.

It has been documented that the majority of the trainees satisfied most of these 26 behavioral objectives. (See Appendix A, Evaluation of Terminal Objectives). But having done so, can the program be called a "success?" A more proper reaction may be, "So what?" Has achievement of these competencies made any effective change in the services being offered in the schools . . . or any change in the academic program at the university in the training of the new professional?

Similarly, the research design has proven inadequate. A major segment, for example, was a pre and post questionnaire given each participant requesting their rating on a five point scale of some forty behavioral problems in their school. This list ranged from truancy and temper tantrums to masturbation and day dreaming. (Oddly enough, the use of tobacco, drugs or alcohol were not included.) The results were duly tabulated, but there was no significant change in any of the categories. The most serious problem in the pre-test was "bullying" while "truancy" topped the post-test list.

The inadequacy of the objective tests in significantly evaluating the project makes it necessary to rely on observations—both objective and subjective—to tell the story of what happened in the Louisville project.

As has been noted, there are two distinct objectives of the program: the immediate one to improve the skills of the pupil personnel workers in the fourteen target schools, and the long range objective of improving pupil personnel services in many school districts by making counselor training at the University of Louisville more relevant for the new professional.

These will be considered separately. But first, perhaps the most valuable accomplishment of the project must be mentioned. That is the warm, trusting relationship which was generated between the Department of Student Personnel Services of the Louisville Public Schools and the Educational Psychology and Counselor Unit of the School of Education.

The freedom of the Counselor Education staff to enter a school as a "friend" rather than a "supervisor" is of inestimable value to the unit in the follow-up evaluation of its students and graduates. Instructions at the university level may be continually updated and kept relevant through the faculty observation of what is going on out "on the firing line."

On the other hand, the pupil personnel staff of the school district now has a tremendous resource to call upon for help in solving both long range concerns and immediate problems. For example, this spring a counselor felt inadequate to handle a forthcoming confrontation with a group of parents upset over a homosexual incident that occurred at the school. She sent out an "SOS" call to the college. A member of the faculty came to sit in on the meeting and helped guide the discussion to a constructive and satisfactory conclusion.

Keeping in mind that most of the constructive changes were brought about through this interaction on a trust level, *plus* the input of parents, we may now consider some of the other accomplishments of the project.

A. At the School District Level

1. Individual Growth of Pupil Personnel Workers in Interpersonal Relations

Because of the close involvement with parents in encounter groups and other activities, pupil personnel workers were forced for the first time to see themselves as others saw them. The image they saw was not a pretty one. At first they were shocked to discover that parents viewed them so suspiciously. Next they were infuriated. Finally, by evaluating their own sense of values, their "hang ups" and prejudices, they were able to become more humanistic in dealing with students and parents. As the LPS Director of Counselor Services states, "they tended to become warmer, more understanding, more empathetic individuals. They learned to listen to others and not get hung up on their own self-worth."

2. Achievement of a Cultural Awareness of the Clients Being Served

Closely akin to the growth in interpersonal relations was an understanding of the cultural background of the inner city. Through social interaction with parents, the workers were able to see why parents thought they were being talked down to, why they thought they were being undercut in maintaining their sense of values, and why they thought the workers were not understanding of the particular needs of youths of the inner city. For example, the parents expressed concern about young teachers and paraprofessionals showing up at school in faded blue jeans and even cut-offs. In a middle-class school, where such attire by students is a social protest, not an economic necessity, such attire by younger staff members might conceivably be acceptable, even have some value. But the inner-city parents felt that in ghetto neighborhoods (where dress even among adults was frequently sloppy) the teachers must be models whom the students could aspire to emulate. Additionally, by watching these parents role-playing and even conducting groups (see discussion of Parent Effectiveness Training), the staff members were more able to adapt their techniques to their clientele.

3. Pupil Personnel Team Approach

In the original proposal, development of a Pupil Personnel Team in each school to work with serious problem youth was envisioned primarily as an administrative process. The team approach proved to be one of the most valuable components of the project. Contrary to expectations, however, creating the teams wasn't an administrative problem but rather an interpersonal relations problem. Adults in the schools weren't communicating effectively with one another. Principals weren't talking to social workers, social workers to counselors, counselors to nurses, nurses to paraprofessionals, and on and on. Furthermore, few of the staff were involving parents or workers from community agencies. Staff members were each suspicious of the other's abilities; each was protecting his own turf. By working as a school team, they came to understand each other's strengths—and weaknesses. In the team approach it was found, for example, that a certain staff member might be the best individual to relate to a problem student, even though it was outside that staff member's field of special expertise. Thus, a paraprofessional might best counsel a student on a health problem. So, beyond the obvious value of the insights that came from the multidiscipline approach for diagnosis, the team effort created a climate of cooperation among the pupil personnel workers. They began consulting with one another and soliciting each other's help on an informal basis. One worker commented:

> The PPS Team has become for me a very viable organization. If it is properly implemented, it can really make a fine contribution. The team that we formed at our school really worked—and was a good vehicle for bringing parents and community into our school.

4. Redefining the Role of Counselor

The ratio of counselors to students in the Louisville system of roughly one per 1,000 students makes obvious the impossibility of a counselor dealing with every child who needs help. The EPDA project sought to redefine the role of counselor to make possible an impossible task—serving all children with problems. Through instruction from the university trainers and through practicum experiences, a substantial start was made in creating this new role definition. Included in the role of the new professional were:

a. The Counselor as Consultant to Teachers
   More children can be reached when the counselor helps the teacher learn how to handle problems directly in the classroom rather than by referral to the counselor's office.

b. Group Counseling of Problem Children
   Obviously more students can be helped if they are counseled in groups rather than individually. But even more important is the therapeutic value of group dynamics and peer influence.

c. Group Counseling of Parents

Many problems can best be solved by parents at home (and many are caused by parents), but this requires stimulating the concern of the parents and giving them techniques for dealing with the problem. Again, group counseling is in many cases the best approach, being less threatening to the parent, less time consuming, and more effective because of the dynamics of peer group discussion.

d. Member of a Pupil Personnel Team

(See No. 3, page 11).

e. Reduction in Administrative Duties

All too often a counselor is viewed by his/her principal as an assistant to take care of administrative details, and by others as a high-salaried records keeper. By involving principals in many of the EPDA activities they *tended* to see the wisdom in permitting counselors to function more freely in their newly-defined role.

5. Improvement in the Client Population

The ultimate goal of this project, as far as the Louisville Public School System was concerned, was to make education more effective and meaningful for economically and socially handicapped children of the inner city. When one considers the conditions that existed when this project began (see "Background") it is evident that dramatic improvement has been achieved. Three problems were emphasized in the introduction: academic underachievement, delinquency, and dropouts. Each of these will be considered separately.

First, however, it should be emphasized that recent improvements in the Louisville School System are the results of many projects and innovations, many teachers and administrators. It would be patently dishonest to credit this change solely to the EPDA Personnel Services Staff Training Project. On the other hand, one should note the favorable comparison of the improvement in the 14 schools of this project with the other 42 schools in the system, always keeping in mind that the project schools were in the inner city and were considered among the most disadvantaged in the system.

Academic Achievement. The Louisville Public School System is one of the few large city school systems which has been able to slow the rapid deterioration in academic achievement. In Louisville the downward trend has been slowed, and in grades 1 through 4 it has been reversed. Rather than becoming bogged down in a multitude of statistics, some positive gains can be demonstrated by the reading scores as measured by the California Achievement Tests. Reading level scores are given by grade for the year prior to the start of the project and for the last year of the project.

Grade	*Average Reading Level 1970-1971*	*Average Reading Level 1973-1974*	*% Change*
1	1.1	1.6	+45%
2	1.8	2.2	+22%
3	2.6	3.0	+15%
4	3.3	3.4	+ 3%
5	4.1	3.9	− 5%
6	4.6	4.4	− 4%

Delinquency. One way to measure change in the delinquency rate as it relates to school behavior can be obtained from the number of court referrals of students charged with "truancy," beyond the control of school, etc. The reduction of court referrals from project schools over the three years of the project is not significantly different from that of the non-project schools. Both groups reported a reduction of approximately 21% in court referrals. Other measures of change in delinquency rate are not available at this time.

Dropouts. Perhaps the most dramatic change in the client population has been in the reduction of the number of dropouts:

	1970-71	1973-74	% Change
Senior High			
Project School	316	240	−24%
Other Schools	1692	1958	+16%
Junior High			
Project Schools	326	37	−89%
Other Schools	537	239	−55%
Total			
Project Schools	642	277	−57%
Other Schools	2229	2197	− 1%

Caution should be used in interpreting these various statistics furnished by the Research and Evaluation Department of the Louisville Public School System. Too many uncontrolled variables are present. But even using this caution, the statistical evidence is strong that the School of Education of the University of Louisville has headed in the right direction in changing its training of pupil personnel workers for the "new professional." The change at the university level will now be considered.

B. At the University Level

Accomplishments of the project may be summarized by the word "change" . . . changes in course offerings and in methods of instruction, changes designed to train a new professional in the field of pupil personnel workers. Few individuals at the College of Education envisioned how widespread would be the changes, particularly in the Educational Psychology Unit, which were sparked by the EPDA project.

1. New Staff from Minority Groups

One of the original EPDA guidelines called for the universities to recruit and train minority group persons as trainers who would prepare the new professional. When the Louisville proposal was being written, there was one Black member of the counselor education staff of the university. Today there are two full-time Black faculty members and three part-time. As a result there is in the counselor unit a far greater cultural awareness among the staff themselves and between the staff and students.

2. Teaching Methods

The project gave the university the opportunity to experiment with new teaching methods:

a. Multi-Level Teaching

Classes were conducted which contained students who were undergraduates, graduates, and post-master's students. It was discovered that for certain courses, particularly those dealing with multi-cultural groups, this multi-level student body made for more effective instruction. At times the undergraduate parents in the class actually became the "professor." The interaction was most valuable for all. As a result, the department has officially adopted one multi-level course and is considering others. The graduate course in "Career and Educational Information" was changed to a multi-level course.

b. Team Teaching

As the entire faculty of the Educational Psychology Unit became involved with the EPDA program, the staff was forced into a team teaching approach with professionals from the public school system. Again it was discovered that the interaction of several points of view added depth to the instruction.

c. "On Site" Teaching.

As has been previously cited, moving the faculty out onto the firing line of the public schools had the effect of "sending the professors back to school." By having the professor actually participate in the trainee's practicum, not only did the trainee profit, but more important, the university staff were able to see first hand what was working or not working.

d. Interlocking of University and Community Agencies

Having involved parents and community agencies in the project, the university became vividly aware of community problems. In turn, the community became aware of what the university had to offer . . . and

of the university's willingness to help. For example, staff members from the Counselor Education Unit have been conducting the Human Resources Institute, a program funded through the Federal Manpower Development Act to train State Employment Office workers in vocational counseling skills. The full impact of this interlocking effect is demonstrated by the fact that the trainees of the Human Resources Institute have received their practicum experience in vocational counseling in the public schools under the supervision of the school counselors in the EPDA project. (Incidentally, two of these trainees were so "turned on" by the challenge of school counseling that they have now enrolled in the School of Education so that eventually they may become school counselors.) Furthermore, the State Employment Office now regularly sends staff into the high schools to assist in vocational counseling.

A number of examples of this interlocking community effort can be cited: work by the Counselor Unit with the Local Re-Ed project for emotionally disturbed children; the Child Development Association; and (along with other university units) in training of area hospital nursing administrators in techniques for dealing more effectively with staff and patients.

3. Course of Instruction

a. Curriculum Revision: As a consequence of the project, every course in the Counselor Education sequence at the University of Louisville was re-evaluated and revised. In doing so, an effective model was developed for the process of curriculum revision, a model suitable for adaptation by any department of a university. This was a five step process:

1) Needs Assessment in the Public Schools: Each EPDA participant prepared an assessment of the needs in their individual school, particularly of those unmet needs which it appeared should be ameliorated by pupil personnel workers. In addition, through conferences with parents on the Advisory Council, input as to unmet needs was obtained from the community.

2) Content Analysis of Courses: Armed with these needs assessments, as well as syllabi of all courses being taught, the *entire* faculty of the department, plus the associate dean, went on a two-day retreat. The contents of each course was measured against the composite list of needs. Additionally, input from the staff of the Midwest Center was considered.

3) Course Renewal: On the basis of the conclusions reached at the retreat, the instructor of each course revised the content and instructional activities of that course. As recommended by the Midwest Center, elements for (a) systematic problem solving and data-based decision making, (b) planned systems change, and (c) cultural awareness were incorporated into each course description where appropriate.

4) Course Testing: The revised courses (and newly designed courses) were offered experimentally, insofar as possible in the EPDA sequence. The effectiveness was measured through questionnaires and personal feedback from EPDA participants. (Similar feedback was obtained from other students in courses not offered in the EPDA program.)

5) Modification: On the basis of this feedback, a further revision was made in the courses. Thus, those experimental course materials and activities which had proven effective in the training of the new professional became institutionalized.

b. Design of New Courses: To meet the goals of the project, both those of the original proposal (see pages 3-4) and the Center's terminal objectives (see Appendix A), it was necessary to go beyond mere revision of existing courses. Three new courses were designed.

Education 550—*"Human Dynamics in the Group Process"*

This course had a dual purpose: First, to help pupil personnel workers become more humanistic in their approach by learning more about themselves, their prejudices, biases, and value systems, through actual participation in various group interaction experiences, such as encounter groups; and second, through this actual participation to learn the dynamics of the group process so that they could more effectively conduct group sessions.

Education 725—*"Consulting with Parents, Teachers, and Community Agencies"*

A course designed to develop counselor skills that will enable the counselor to be more effective in dealing with parents, teachers and representatives of community agencies. The two-semester course is

a staff-supervised practicum divided into two parts. The first deals with development of skills for working with groups (parents, teachers, etc.), while the second deals with individual consulting skills for problems not applicable to group meetings.

Education 525-526—*"A Workshop in Pupil Personnel Services, I and II"*.
This was an advanced course offered experimentally in the final year of the EPDA project. The course was designed to bring about behavioral change in problem students without giving direct service. Instead, the trainees were to develop the competencies to transmit intervention strategies to the parent or teacher, who in turn would ultimately deal with the problem. The course consisted of three modules: Module I—Identification of non-observable behaviors (e.g., thoughts, attitudes, etc.) by the manifestation of observable behaviors (e.g., non-attention, fighting, etc.) which are to be modified; Module II—Trainee's direct participation in various intervention strategies to modify or change student behavior; Module III—Trainee's transmittal of this knowledge and skill to teachers and/or parents. Thus the pupil personnel worker becomes a consultant to parents and teachers, who in turn carry out the program of behavioral change with the student. (These three modules are described in Appendix A.)

4. Establishment of New Degree Programs

a. Specialist Degree (post-master's)—While the Specialist degree has been recognized in other fields at the University of Louisville, the need for establishing an Educational Specialist in Guidance and Counseling was not recognized until the EPDA program was under way. This post-master's degree (requiring a minimum of 30 hours of course work) was approved by the university in March 1973. The rationale behind the approval was that as counselors with master's degrees (as required for certification) develop new skills and knowledge to proceed up the career ladder, this "new professional" should be recognized with an appropriate degree. It is anticipated that this organized program will, in addition, be accepted at many universities for one year's work on a multi-discipline doctorate. (A full description of the requirements for the Specialist degree is given in Appendix C.)

b. Undergraduate Degree in Guidance and Counseling—Similarly, the EPDA project at the Louisville Satellite triggered the need for an undergraduate degree in counseling. At the same time that non-degree persons (paraprofessionals, parents, police liaison officers, etc.) were being trained in the EPDA project, the university was being asked to give training in counselor skills to persons working as non-certified counselors in community agencies (e.g., State Employment Service, Bureau of Vocational Rehabilitation, Metropolitan Social Services Department, mental health clinics, etc.) and to other paraprofessionals in the school system, particularly home-school coordinators.

Accepting this challenge, the School of Education became one of five colleges in the nation offering an A.B. degree in Guidance and Counseling. (A full description of the A.B. degree program is given in Appendix D.)

It is too early to evaluate the ultimate effect of this new A.B. program. (Over fifty individuals are now registered in the new program, and the eight who have already completed the degree have had their choice of many jobs with community agencies.) It is possible that this facet of the EPDA project may in time have far reaching—even revolutionary—effects on educational counseling in America.

At the moment, state certification prevents these A.B. graduates from serving as school counselors. But the State Department of Education is keenly aware that these undergraduate paraprofessionals, under professional supervision, have acted as counselors in the project. Representatives of the State Department have observed some of these undergraduates at work, and have been impressed with their skill and competency. The director of Guidance Services in the Louisville Public Schools admits that in many instances they have "proven more effective than some of the M.A. degree counselors who have become fossilized at their desks." Those observations concur with numerous investigations made in the '60s (summarized in Carkhuff, 1969, Ch. 1.) which dispelled the notion that graduate level training is essential to the development of effective counselors.

Knowledge of this EPDA experience has been quickly transmitted to the State Department of Education because of two fortunate circumstances: one, that the director of the Division of Guidance Services in the State Department has been a member of the Advisory Council for the Project and has kept abreast of the develop-

ment; the other, that one of the co-directors, Joseph Robinson, has been serving on a five-member State Guidance Committee to make recommendations to the State Superintendent of Public Instruction. This committee has recommended that upon passing certain examinations, an individual could be certified as an entry-level counselor with a baccalaureate degree and a major in guidance and counseling. An educational ladder would be established, the M.A. being an advanced level and the Specialist degree representing the highest level of the practitioner. (See Appendix E for a copy of these recommendations.)

As yet the recommendation has not been acted upon, and there is no indication that favorable action can be anticipated in the near future. But the proposal is being considered—seriously—and it has received the approval of a number of leaders in the state. In any case, a revolutionary seed has been sown; eventually it could be responsible for a new concept in counselor education—a new professional trained along a career ladder instead of being an appendage tacked on to the end of a teacher training education. If such comes about, the fact that an EPDA project caused the counselor unit of the university to move out onto the firing lines will have had a profound effect on counselor training throughout the nation.

APPENDIX A

Midwest Center Terminal Objectives

TERMINAL OBJECTIVES

As Developed by the Midwest Center

Terminal Objective I

To have each Satellite prepare a proposal for a new degree program or specialization which could be adapted in their university, and which would qualify as a training program for the "new professional" as defined in the EPDA rationale.

Two new degree programs were developed at the University of Louisville: an A.B. degree in Guidance and Counseling, and a post-master's Specialist degree in Guidance and Counseling. These are described in the body of the report, III, B - 4 - a,b (page 15). In addition, contents and requirements for these two degrees are given in Appendices C and D.

Terminal Objective II

To have experimental or pilot course(s) developed by the Satellite staff which logically relate to the EPDA rationale, and have been proven effective in teaching the skills, concepts, and attitudes the course(s) seek to provide.

Three new courses were specially designed for the EPDA project as an outgrowth of input from trainees in the program, parents, community agencies, the State Board of Education and the Midwest Center. These courses are described under "Design of New Courses," III, B-3-b (pages 14-15).

The innovative and experimental of these is the six-hour course entitled "A Workshop in Pupil Personnel Services—I and II." Additional discussion of this course which was offered in 1973-74 needs to be given here.

According to the time management plan, problems were generated by PPS participants, and behavioral intervention strategies were utilized to alleviate these problems. Consulting strategies for providing direct assistance to the consultee who must deal with the problem were discussed in class. However, the results of an interim needs assessment conducted indicated a need for additional instruction in this area. Behavioral change programs previously conducted failed in some cases to produce desirable levels of behavior, often because the target behavior for change was loosely defined. Pilot modules of instruction were designed to remedy these problems. A brief description of each module and its objectives follows:

Module I

Behavioral Objectives

This module addressed itself to various ways of describing human experience (those which reflect observable performance and those nonperformance labels which reflect a class of behaviors). Traditional therapies have relied upon nonperformance labels to reflect observable behaviors. However, while nonperformance labels are useful for shortcut ways of communicating, it is critical to identify the observable or nonobservable behaviors (e.g. thoughts, attitudes) that each label represents. For the most accurate communication between counselors, teachers, and learners, operationalizing nonperformance label is required.

P.O.1.0. Each trainee will be able to differentiate between *observable* and *nonobservable* terms with 90% accuracy.

P.O.1.2. Each trainee will be able to list the *observable performance* for each of five *nonperformance* terms with 90% accuracy.

P.O.1.3. Each trainee will be able to identify the phrase in a sentence which refers to "setting" or "conditions of behavior" with 100% accuracy.

P.O.1.4. Each trainee will be able to identify those objectives which are behavioral with 90% accuracy.

P.O.1.5 Each trainee will be able to write three behavioral objectives.

Module II

Intervention strategies for the cognitive behaviorist

Crucial to the counselor's effective functioning in the school is his ability to intervene directly and change selected behavior of children, parents, and teachers. These behaviors vary from school to school but generally may be dealt with through cognitive-behavioral programs. Thus, the program described here is for training cognitive-behavioral counselors who not only observe, records, and analyze behavior of clients, but in addition attempt to identify the mediating constructs (e.g., goals, intentions) behind specific behaviors.

The focus on observable behavior and its mediating constructs provides a means of making decisions concerning the kind of treatment to use, when to alter an intervention and how to evaluate the effectiveness of an intervention. Here, training is focused upon an applied behavioral scientist who is concerned with understanding, predicting, and controlling human behavior. He seeks to build upon the basic hypotheses and generalizations of the behavioral sciences, both cognitive and experimental, in utilizing counseling strategies which produce relevant changes in client behavior.

Objectives:

P.O.-2.1. Given a glossary of behavioral and cognitive terminology the trainee will be able to match statements which reflect definitions of each term with 90% accuracy.

P.O.-2.2. Each trainee will be able to record and graph the frequency of a behavior with 90% accuracy based upon a videotape of precoded behaviors over a specified time interval.

P.O.-2.3. The trainee will express the frequency of behavior (P.O.1.2) in (a) total amount; (b) amount of behavior per unit time (rate); and (c) percent.

P.O.-2.4. Each trainee will be able to record the duration of a behavior with 90% accuracy utilizing a videotape of precoded behaviors over specified time intervals.

P.O.-2.5. Each trainee will be able to identify the antecedent events in nine out of ten written examples of behavioral events.

P.O.-2.6. Each trainee will be able to identify the antecedent events in four out of five precoded videotape segments.

P.O.-2.7. Each trainee will be able to identify the consequent event in nine out of ten written examples of behavioral events.

P.O.-2.8. Each trainee will be able to identify consequent events in four out of five precoded vidcotaped segments.

P.O.-2.9. Each trainee will submit a behavioral change program which (1) uses reinforcement procedures to accelerate a behavior; (2) uses reinforcement procedures to decelerate a behavior.

P.O.-2.10. Each trainee will submit a behavioral change program which uses shaping procedures to teach a behavior. The shaping program will contain the terminal behavior and the successive steps leading up to the behavior.

P.O.-2.11. Each trainee will submit a behavioral change program which uses modeling to accelerate or decelerate a behavior.

P.O.-2.12. Given descriptions of children's disturbing behavior, trainees will be able to identify the goals of that behavior with 90% accuracy.

P.O.-2.13. Given a segment of classroom interaction, trainees will be able to identify the goals of behavior of eight preselected students with 90% accuracy.

P.O.-2.14. Given descriptions of children's disturbing behavior, trainees will be able to classify them as either passive or active, destructive or constructive, with 90% accuracy.

P.O.-2.15. Given the descriptions of children's disturbing behaviors (P.O.3) trainees will be able to write methods of changing destructive behaviors to constructive; passive behavior to active. This will be discussed with the supervisor until agreement is reached.

Module III

The Behavioral Consultant

The two most critical objectives for the behavioral consultant are (a) to assist the teacher or parent (consultee) in specifying the desired terminal behaviors (selected goals) for the student; and (b) to facilitate the consultee's acquisition and implementation of the mutually agreed-upon behavioral procedures. The effectiveness of the behavioral consultant is based upon his ability to facilitate the teacher or parent in reaching his/her objectives with pupils. The same basic learning procedures used in counseling can be used in the consulting relationship.

The pupil, however, does not receive direct services from the consultant; it is the consultee who receives direct assistance in dealing with his clients (pupils). The behavioral consultant assists teachers and parents in becoming more aware of their behavior and the effects it has on the learning environment. The consultant assists teachers in formulating objectives and designing intervention of preventive strategies to reach those objectives. The consultant will likely be able to reduce the number of pupils requiring counseling by helping to facilitate parents' and teachers' ability to predict and control behavior.

P.O.-3.1. Each trainee will submit a behavioral change program in which the trainee serves as a consultant to a parent or teacher. The behavioral change program will contain the six basic steps of the consulting process, frequency of consultant prompts or cues, teacher or parent reinforcement, target behaviors of pupils, and schedule for removal of antecedent cues and reinforcing consequences.

Terminal Objective III

To have each Satellite develop pilot courses and instruction which are closely related to the practical problems which face the inner city.

For the Louisville Satellite, this objective is the same as Terminal Objective II, inasmuch as the entire focus of the EPDA project was aimed at the inner city. The courses listed in that section all achieved the aims of this objective. See in the main body of the report, "Advisory Council," Chapter II, for a more detailed account of how the input of parents of the inner city was a major component in the planning of these courses.

Terminal Objective IV

To have the university component of each satellite incorporate into its degree program a course that deals with cultural awareness, decision-making and planned system change.

The Counselor Unit already included a course in "Race Consciousness" which has been updated and revised to make it more relevant to current needs (see "Curriculum Revision" III, B - 3,a.) But, beyond this course, the entire course sequence has been revised to make pupil personnel workers more aware of the culture of the community being served, and as has been explained, course content now includes elements for planned systems change, systematic problem solving and data-based decision making.

Terminal Objective V

To have the State Department of Public Instruction adopt the requirement that a course which deals with cultural awareness, planned system change and data-based decision-making be required for certification in PPS and school social work for inner-city schools.

This is the one terminal objective which the Louisville Satellite did not address itself to in the specifically stated form. It seemed both unwise and unrealistic to attempt to get the State Department to set up separate criteria for certification to work in inner-city schools. The administrative problems inherent in such a requirement would be legion.

The Louisville Satellite did, however, work very closely with the State Department on the problems of certification and inner-city needs. As has been noted, the director of the Division of Guidance Services of the State Department of Education has served as a member of the Advisory Council. Perhaps even more significantly, Mr. Joseph Robinson, one of the co-directors of the project, was invited by the State Superintendent of Public Instruction to serve on a five-man statewide guidance and counseling committee to help chart the course of guidance in order that it remain an acceptable part of the total educational process. This committee has dealt with the role and status of counselors at all levels, the testing program, preparation-certification programs, and the role and function of the State Division of Guidance Services. (See "Undergraduate Degree in Guidance and Counseling" III, B - 4,b; and Appendix E—Recommendations Made by State Guidance Committee to Superintendent of Public Instruction, for a more detailed discussion of work with the State Department.)

Terminal Objective VI

To have each satellite be able to support the decisions it has made with valid data; to have it secure evidence of the results it has achieved and evidence of the effectiveness of its strategies.

A preliminary needs assessment conducted in the fall indicated that truancy, tardiness, fighting and attracting attention were "very severe problems." The data from this needs assessment was used to generate modules of instruction which would help to prevent and reduce the needs-related problems. These modules were evaluated by the number of people who completed the modules and reached the criterion level of performance. The ultimate success of the instructional program, however, depended not only on the completion of the program's objectives, but on the entry behaviors of the participants and their ability to subsequently effect behavior change in the school.

Module I

Behavioral Objectives

Twenty-nine of the thirty-two students completed the behavioral objectives module. The module was self-instructional and allowed subjects to complete it outside of class with a minimal amount of supervision. The

results of the attitude questionnaire indicates that this module was "considerably helpful" to participants in identifying and alleviating problems. Further evidence of the effectiveness of this module is illustrated in subsequent modules where objectives were correctly stated.

Module II

Intervention Strategies for the Cognitive Behaviorist

Twenty-six of the thirty-two participants completed objectives 1 through 9 which culminated in each trainee designing, implementing, and evaluating a behavioral change program. Of the six who failed to complete the behavioral change program, five of these members were counselor aides and one was a parent. A further examination indicated that each of these six failed to reach the criterion level of performance on the preceding objectives. Little remediation was provided so that the standards of performance could be reached. It would appear that alternative modes of instruction or additional supervision might have been provided to assist these people in reaching the criterion levels of performance.

One might question the advisability of requiring counselor aides or parents to complete the same objectives as school counselors or social workers. In this instance it might have been more appropriate to have made preselected objectives optional. This, quite possibly was one of the major weaknesses of the modular approach. Rather than utilize the flexibility that the modules offer, each PPS participant was required to complete the same objectives. A future direction for the program might be an informal or formal task analysis for each PPS role. Once job performance has been described, appropriate objectives can be specified to measure these performances.

Although participants found the cognitive-behavioral interventionist from "moderately to considerably helpful" it was rated the lowest of the modules (3.47). Perhaps the participants felt the module to be too detailed. Generally, participants found *Living with Children* (4.14) and *Teaching Discipline* (3.84) to be more helpful than the modules in identifying and alleviating problems (Appendix D). Further feedback from participants indicated that the module provided too much detail which was unrealistic for the amount of time given to it. A post needs assessment indicated that while fighting and attracting attention were less severe problems than before, truancy and tardiness were still considered "severe problems."

Module VI

The Behavioral Consultant

Of the thirty-two participants, only seven, all of whom were school counselors, completed the behavioral consultant module. Ironically, all of the participants indicated this module was "considerably helpful" in identifying and alleviating problems (3.67). One junior high counselor remarked, "This module was helpful but I just didn't complete it." Furthermore, consulting tended to be a frequent technique employed by PPS personnel.

The effectiveness of the behavioral consultant can only be measured by his ability to facilitate the teacher or parent in reaching his/her objectives with his pupils. Previous instruction failed to provide means for evaluating the performance of the consultant while focusing on consulting. It may be that while the PPS participant thinks consulting with parents and teachers is important, the evaluation role or procedures of fading and prompting are unnecessary to the consultant's role.

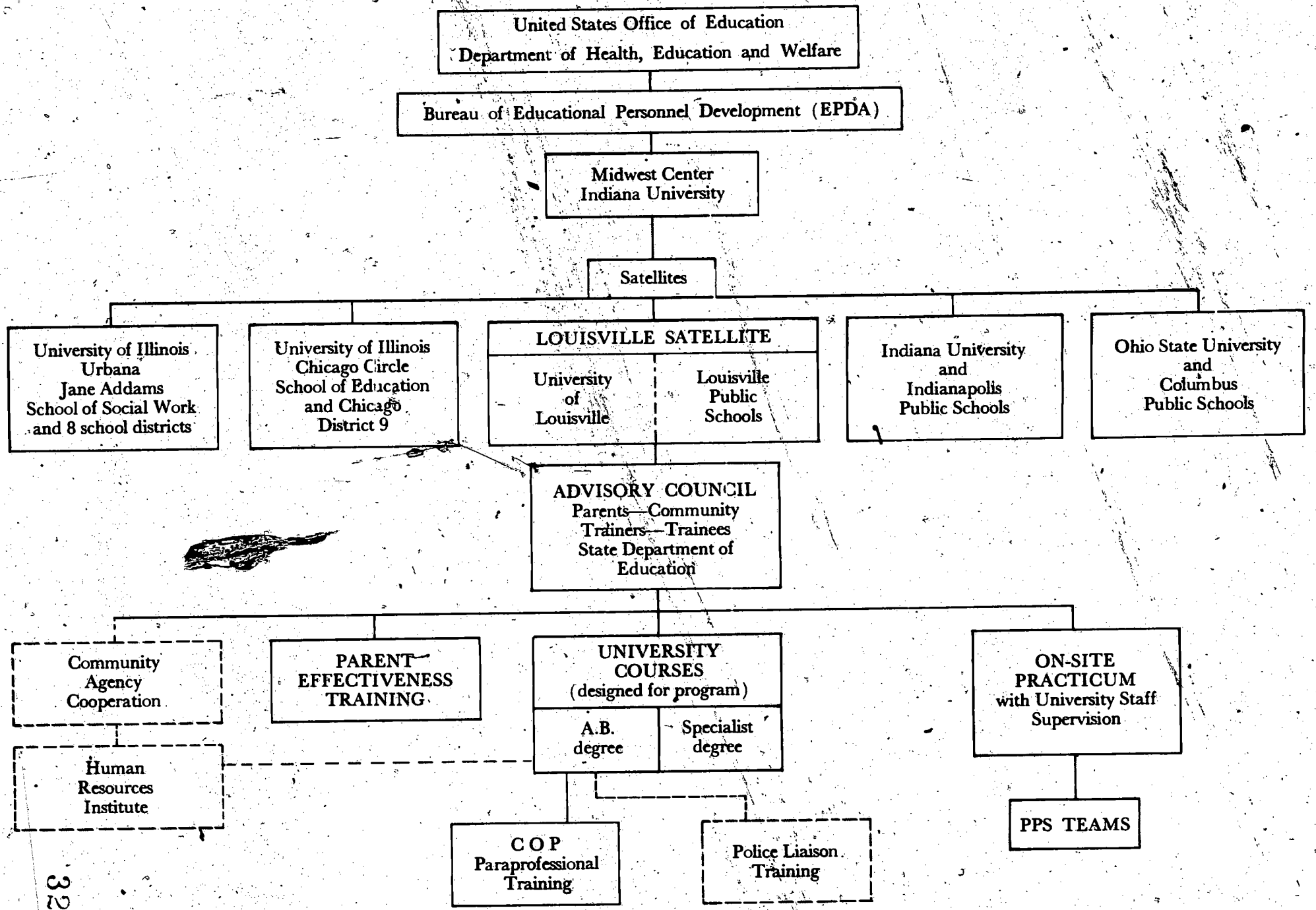
Conclusion

In effect, the body of this report, Chapter III—"What was Accomplished," is an answer to this objective. (See pages 10 through 16.) Perhaps the ultimate test of the effectiveness of a program is how and in what way it has changed the client population, in this case, the students of the inner-city schools of Louisville. See III, A-5, pages 12-13, for a discussion of how Louisville is one of the few, if not only, inner-city school systems that has been able to reverse the downward trend in educational achievement and dropouts among the student body.

APPENDIX B

Organizational Structure of Louisville Satellite—Chart

ORGANIZATIONAL STRUCTURE



APPENDIX C

Educational Specialist Degree in Guidance and Counseling

UNIVERSITY OF LOUISVILLE

School of Education

PROGRAM FOR SPECIALIST IN EDUCATION WITH MAJOR IN GUIDANCE AND PERSONNEL WORK

Student ..... Faculty Adviser ..... Program Begun ..... Year

..... Fall
..... Spring
..... Summer

Prerequisites to Admission to the Program

1. A master's program or its equivalent in Guidance or Personnel Work.
2. Admission to the Ed.S. Degree Program.

General Requirements

EDFD 649	History of Educational Thought		
or			
EDFD 644	The Meaning and Structure of Knowledge	3	.....
EDFD 601	Elementary Applied Statistics	3	.....
		6	

Guidance and Student Personnel Specialization

(A minimum of 15 hours is required)

EDPY 671	Theories of Career Development	2	.....
EDPY 721	Advanced Seminar in Guidance or Student Personnel Services	2-8	.....
	.....		
	.....		
	.....		
EDPY 722	Advanced Theories of Counseling	2	.....
EDPY 750	Group Counseling: Advanced Theory and Practice	3	.....
EDPY 709	Practicum in Guidance or Student Personnel Services	2-6	.....
EDPY 798	Field Study	2	
		15-21	

Related Electives*

(At least one course must be in the behavioral sciences) 3-11

....
....
....
....

TOTAL 30

* Recommended Guidance Elective:

EDPY 725	Consulting with Parents and Teachers	3	.....

APPENDIX D

Undergraduate Program in Guidance and Counseling

UNDERGRADUATE DEGREE PROGRAM IN GUIDANCE AND COUNSELING

Bachelor of Science

GENERAL EDUCATION	English 101-102	6	
	Social Science Requirement	6	
	Humanities	6	32
	History	6	
	Natural Science Requirement	6	
	Physical Education Activities	2	
GUIDANCE AND COUNSELING	Educ. 420 Interviewing	3	
	Educ. 520 Intro. to Guidance	2	
	Educ. 540 Eval. and Measurement	2	
	Educ. 570 Career and Educational Information (for Employment Counselors)	3	
	Educ. 571 Voc. Dev.-Theory & Prac. in Counseling	3	30
	Educ. 580 Practicum	4 and 4	
	Educ. 596-597 Seminar in Education	2 and 2	
	Education Electives	2	
	Educ. 550 Human Dynamics of Group Process	3	
DIVISION OF SOCIAL SCIENCES	Psychology 201	3	
	Sociology 201	3	18
	Electives in Social Science (with consent of advisor)	12	
DIVISION OF HUMANITIES AND NATURAL SCIENCE	Electives in Humanities or Natural Science or both (with consent of advisor)	12	12
ELECTIVES	Electives	30	30
	MINIMUM TOTAL		122

DEGREE REQUIREMENT: At least fifty of the total semester hours must be in Senior College level courses, carrying 300, 400, and 500 numbers. Graduate standing 2.0 overall with 2.5 in major.

APPENDIX E

Recommendations Made by State Guidance Committee to Superintendent of Public Instruction

RECOMMENDATIONS MADE BY STATE GUIDANCE COMMITTEE TO SUPERINTENDENT OF PUBLIC INSTRUCTION

Preparation and Certification

1. An individual could be certified as an entry-level counselor with a baccalaureate degree. He must take a major in guidance and counseling.

   Job Description. This person may counsel with students in groups or individually. He may assist teachers by observation or by sharing groups in the classroom. He could not supervise counselors nor be chairman of the guidance department.

   Master's Level. A person so certified could be chairman of the guidance department and function as supervisor of baccalaureate counselors and practicum students.

   Training Emphases. Elementary Program would have a heavy emphasis on Child Development and Career Education.

   Secondary Program would have a heavy emphasis on Career Education and Child Development.

   Both of these approaches would speak to the point of view that the youngsters' career information would follow an orderly sequential path.

2. Certification standard would be determined by the state professional association, Kentucky Personnel and Guidance Association. It would include:
   A. written examinations
   B. oral examinations
   C. satisfactory performance of audio counseling tapes (criterion to be developed)

3. Grandfather clause to apply to all those presently certified and engaged in guidance and counseling activities.

   Grandfather Clause. That all counselors now working in the field of guidance are exempt from the new requirements.

   New persons with A.B. degree, including teachers who plan to be certified, would take *major* courses from the baccaleureate program.
   M.A. equals advanced level; Specialist degree—highest level of practitioner.