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A Proposed Elementary School Guidance Program  
for Wheeling-Buffalo Grove, Illinois,  
District Number 21

(TITLE)

BY

Paul William McKown

B.S. in Ed., Eastern Illinois University, 1964

**PLAN B PAPER**

SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR  
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1967

YEAR

I HEREBY RECOMMEND THIS PLAN B PAPER BE ACCEPTED AS  
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## TABLE OF CONTENTS

CHAPTER	PAGE
I. Introduction . . . . .	1
Statement of the Problem . . . . .	1
Scope of the Problem . . . . .	2
Need for the Study . . . . .	2
Definitions of Important Terms . . . . .	5
Assumed Values and Limitations . . . . .	6
Organization of Remainder of Study . . . . .	7
II. Review of Related Literature . . . . .	8
The Case for Guidance at the Elementary School Level . . . . .	8
The Nature of Elementary School Guidance . . . . .	14
III. Review - Elementary Guidance Demonstration Centers in Illinois . . . . .	28
IV. Proposed Guidance Program . . . . .	33
Educational Philosophy of District No. 21 . . . . .	33
Elementary Years - Important Years . . . . .	34
Early Childhood Educational Program . . . . .	35
1. Primary Grades . . . . .	36
2. Middle Grades . . . . .	37
Guiding Principles of the Program . . . . .	38
Organizational Structure of the Program . . . . .	40
1. The Teacher's Role . . . . .	40
2. The Administrator's Role . . . . .	42
3. The Counselor's Role . . . . .	43
Special Education Program . . . . .	48
1. Perceptually Handicapped Program . . . . .	48
2. Educable Mentally Handicapped Program . . . . .	49
3. School Health Service Program . . . . .	49
4. Speech Correction Program . . . . .	50
5. Social Services Program . . . . .	51
Guidance Activities for Appropriate Grade Levels . . . . .	54
V. Summary . . . . .	64
Bibliography . . . . .	66

LIST OF ILLUSTRATIONS

Figure	Page
1. Multi-directional Lines for Open Communication . . . . .	26
2. Open Lines to Communication, Top to Bottom . . . . .	27
3. An Interrelationship of Roles in Elementary School Guidance . . . . .	55
4. Line-staff of Pupil Personnel Services in District No. 21 . . . . .	56

APPENDIX

Figure	Page
I. 1966-1967 -- Illinois Pilot Elementary Guidance Demonstration Centers . . . . .	70

## CHAPTER I

### INTRODUCTION

Elementary guidance is primarily centered around the problems, pressures, tensions, and adjustments of each child as they affect the learning situation.

Guidance in the elementary school should assist the pupil to develop a harmonious and integrated personality core through carefully planned school experiences which reflect the integration of all the forces impinging on the individual.<sup>1</sup>

A well-coordinated program of guidance services would be instrumental in accomplishing maximum learning success for the pupils of the district. It is hoped this paper will be helpful in establishing such a program in the district.

#### Statement of the Problem

The problem was to propose a guidance program for the Wheeling-Buffalo Grove, Illinois, Elementary Schools. Such a program must serve the needs of all pupils. The proposed program provides for a more unified operation of existing special services, as well as a better working relationship with the two existing junior high schools.

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<sup>1</sup>Gail F. Farwell and Herman J. Peters, "Guidance: A Longitudinal and a Differential View," The Elementary School Journal, LVII, No. 8 (May, 1957), 31.

### Scope of the Problem

This study was restricted to the seven elementary schools, kindergarten through sixth grade, in Community Consolidated School District 21, Wheeling-Buffalo Grove, Illinois, a suburban area of approximately 17,000 population. The district is located in Cook County, thirty-five miles northwest of Chicago, Illinois.

The proposed elementary guidance program was applicable to the seven elementary schools. The enrollment of these seven schools was approximately 4,200 in 1966-1967, with an annual estimated rate of increase through 1970 of 800 pupils per year. Of the approximated 4,200 pupils enrolled, 794 pupils were of kindergarten age in 1966-1967.

There had been no established guidance program in the elementary schools, but several special services had been provided. These services served as a foundational framework to be incorporated within the proposed over-all guidance program for the district.

### Need for the Study

Important to the welfare of both the individual and society is a continuing program of guidance which is concerned with developing the abilities and talents that students possess. There are significant reasons why guidance services should be available from kindergarten through sixth grade levels of the elementary school. Guidance at this level is concerned with more than academic success. Physical,



emotional, and social problems of the pupil often interfere with his orderly development. In a carefully structured guidance program involving adults who are mature, sympathetically understanding, and knowledgeable of guidance techniques, the primary and intermediate level pupil will be guided toward perceptive decisions and solutions to his problems. With adequate and purposeful guidance services during the elementary years, each child will be helped to develop his capabilities to a maximum degree.

It helps each pupil learn effective ways to identify and then to achieve desired goals, to instill the desired motivation, and to eliminate or modify obstacles to learning and capitalizing on abilities. The functions of guidance have resulted from the realization that adjustment is a prior condition for adequate learning and from the effort to adjust learning to individual differences.<sup>2</sup>

Unless the pupil is given an opportunity to understand himself and the requirements of his environment, and unless his environment can be modified to meet obvious needs, his adjustment will show little, if any, improvement. Some evidences of pupil maladjustments may be seen in the following:

- (1) Self-image of the child badly damaged
- (2) Individual's confidence practically nonexistent

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<sup>2</sup>Martin J. Rupe, "Guidance Should be Available at the Elementary Level," Illinois Education, LI, No. 7 (March, 1963), 280.

(3) Hope of accomplishment meager<sup>3</sup>

In an attempt to eliminate maladjustments within the individual, Dinkmeyer suggested that guidance services should be especially concerned with some of the following pupil needs:

- (1) The need to mature in self-acceptance, understanding of self, and a more realistic self-evaluation. The child should come to accept reality and the consequences of his actions.
- (2) The need to mature in social relationships, to belong, and to identify with one's "group."
- (3) The need to develop independence, to take responsibility, to make choices and be responsible for them.
- (4) The need to mature in understanding the role of work in life as it first appears in educational achievement; then to understand opportunity in the environment as related to self. This, again, necessitates a realistic self-appraisal of capacity, interest, and attitudes.
- (5) The need to meet appropriate developmental tasks and developmental needs.<sup>4</sup>

The elementary school child is experiencing some of the most significant years of his life, regarding the formation of attitudes toward school, achievement, his peers, and society in general. Therefore,

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<sup>3</sup>Doris M. Kilanski, "The Reading Teacher and an Elementary Guidance Program," The Reading Teacher, (March, 1966), 430.

<sup>4</sup>Donald Dinkmeyer, Readings in Guidance in the Elementary Schools, Selected Academic Readings, Inc., New York, DKM-5B.

it is necessary that the guidance program facilities be made available to pupils of all levels of adjustment and ability. Classes for the gifted children are included in many of our schools. As important as it is to develop the potential of the gifted, the school must not neglect the fulfillment of needs and resources of all pupils as much as possible.

#### Definitions of Important Terms

Guidance. A process of directing the maximum development of an individual's potential for his own personal happiness and the welfare of society.<sup>5</sup>

Elementary Guidance Program. A structured plan of assistance, including regular classroom instruction, to help pupils in assessing their abilities and liabilities and in using that information effectively in daily living.

Special Services. Those established programs in District 21 which were used to form the foundational framework for the proposed guidance program:

- (1) Speech Correction Program
- (2) School Psychologist Program

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<sup>5</sup>Raymond Patouillet, "Organizing for Guidance in the Elementary School," Teachers College Record, LVIII, No. 8 (May, 1957), 431.

- (3) Social Worker Program
- (4) Perceptually Handicapped Program
- (5) Educable Mentally Handicapped Program

Assumed Values and Limitations

The following assumed values and limitations are applicable to the guidance program proposal:

VALUES:

- (1) The proposed guidance program strives to help each pupil adjust to himself and to his environment, using a developmental approach which provides needed services to all pupils of the district.
- (2) The elementary guidance program would provide valuable social and psychological services for pupils, in that children themselves can usually change patterns of behavior more effectively and more easily than adolescents or adults. This is possible since habits are less firmly established, and there is less tendency of being stereotyped by their peer group.
- (3) Such a service at the elementary school level would be of direct service to pupils, and also of indirect service to teachers and parents who are more closely and effectively involved with the pupil and his school progress.
- (4) The proposed program would be structured to include those special services already existing in the district, rather than requiring a new framework of organization.
- (5) The proposed program would provide, for those pupils at the intermediate level, a smoother transition to the junior high grades. It would also provide for improved communication between the elementary and junior high school staff members.

**LIMITATIONS:**

- (1) The area of elementary school guidance is relatively new and undefined.
- (2) The proposed program establishes guide lines of responsibility. However, difficulty is foreseen in the assignment, clarification, and communication of relationships and responsibilities among staff members and administration.
- (3) The degree of success or failure of this comprehensive guidance program will, to a great extent, be determined by the quality of methodically planned follow-up and evaluative studies.
- (4) The program as proposed may, at a later date, include some modifications due to the financial status of the district.

Organization of Remainder of Study

The remainder of this paper will include a chapter reviewing literature related to the present topic, particularly the writings of the more recent years. Chapter III will be devoted to an overview of the pilot elementary guidance demonstration programs in Illinois. Chapter IV concerns the design of the study itself. The final chapter contains the summary of the proposal.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

#### The Case for Guidance at the Elementary School Level

According to the related literature there are some significant reasons why guidance services should be made available in the elementary school at all levels. Guidance services in secondary schools have been established to meet individual needs, both of the individual student and the individual teacher. For the same reason, guidance services have been rapidly developing and expanding in elementary schools. Hill attributes the sudden burst of guidance services during the past decade and the ever-increasing appointment of staff counselors in elementary schools to:

1. The universal acceptance of the educational implications of what has been learned about child development...
2. The education of the whole child becoming a reality in terms of the common effort of all teachers in all schools...
3. The increasing complexity of choices - and thus of decision-making - and the growing awareness that basic attitudes and choices begin early in the child's life have sensitized many teachers and administrators to the need for a critical evaluation of early childhood and of middle-childhood education as to their impact upon the child's growth in life planning and choice making...
4. Evidence...from many sources has shown that forerunners of the "high school drop-out" problem, problems of under-achievement, the waste of many children's talents... lie in the child's experiences from babyhood to adolescence and cannot

be adequately dealt with if we wait until the junior high school age. . . . If the school is to do its best to meet these problems its chief efforts must begin early.

5. Educators have become increasingly aware of the impact of home life, parental attitudes, and community influences in the determination of the child's sense of self, his sense of his worth-or lack of worth, his aspirations, his values, and his achievements.<sup>6</sup>

The ability of our schools to accurately identify, develop, and utilize our human resources implies that the dignity, worth, and the integrity of each individual is basic to all aspects of our "free" school system. The elementary school can initiate early identification of these human resources. Elementary school students should be provided with adequate guidance services appropriate for their maturity, if life decisions are to reflect intelligent decisions.

As summarized by Rupe, research provides support for guidance services at the elementary level:

1. Findings from the Quincy Youth Development Project indicate causes of school dropouts appearing in intermediate grades and even in some primary grades.
2. Of significance was a committee report of the American School Counselor Association on elementary school guidance in 1959, recognizing guidance as an integral part of the whole educational program, serving as a positive function rather than a corrective force.
3. Two separate studies - at Harvard Law School of a thousand case histories concerning juvenile delinquents, and at Washington, D. C. tracing origins of juvenile delinquency to a child's pre-

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<sup>6</sup>George E. Hill, "Guidance in Elementary Schools," Clearing House, XXXVIII (October, 1963), 112.

school family environment - suggested that some type of screening and evaluation for such difficulties should be established early.

4. Numerous high school guidance personnel have stressed the need for elementary guidance, with the increasing awareness that many guidance needs of high school students can be identified in the elementary school.
5. Studies have shown the restrictive effects of maladjustment upon performance and have concluded that adjustment is a necessary prerequisite for adequate learning. Early identification and prevention of serious maladjustments in the earliest years of school experience depend upon more abundant and more effective guidance services in the elementary school.
6. Research has revealed that the presence of well-trained guidance workers in the school increases the teachers' awareness of their guidance responsibilities and serves to increase guidance activities on the part of the total school staff. Also, less emphasis was placed on information and placement services, with much emphasis upon pupil study and adjustment in the elementary program.<sup>7</sup>

Krugman contended that a sound guidance program in a school system will evolve when the program begins at the kindergarten and extends through the elementary school, junior high school, and high school years, with a dynamic program well integrated in the curriculum. The program should be based upon creative materials placed in the hands of creative teachers who profit from the supervision of real leaders in education and in guidance.<sup>8</sup>

To begin guidance at fourteen, as though life began at that age, contradicts much that has been known about personality

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<sup>7</sup>Rupe, op. cit., 280.

<sup>8</sup>Morris Krugman, "Why Guidance in the Elementary School?" Personnel and Guidance Journal, XXXII (January, 1954), 273.



formation. Various basic mental hygiene maxims were suggested by

Krugman:

1. Taken into account individual differences.
2. Meet children's emotional needs.
3. Provide for the whole child.
4. Give children love and security.
5. Respect children as persons.
6. Growth and development of children are major aims of education.
7. Early prevention of maladjustment is more important than later efforts at adjustment.<sup>9</sup>

He suggested that these maxims need attention in young children instead of in the teen years.

Camp pointed out that learning and emotional, behavioral, and personality problems do not wait to develop until junior or senior high school years. Guidance is more effective in the elementary school because:

1. Behavior specialists are convinced that emotional problems are made amenable to treatment during these years.
2. Feelings of the child are close to the surface and readily expressed.
3. Habitual behavior patterns and would-be lifelong attitudes are in formative stages during the years from six to twelve.<sup>10</sup>

Other factors contributing to the concern for and the movement toward elementary guidance in the past ten or twelve years were presented in Cottingham's speech at the A.P.G.A. Convention in the spring, 1963:

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<sup>9</sup> Ibid., 270.

<sup>10</sup> Harry N. Camp Jr., "The Case for Guidance Services in the Elementary School," Education, LXXV, No. 7 (March, 1955), 430.

1. There has been growth and change in psychological theory, in that schools have begun to realize that the origin, or cause of problems must be considered in order to prevent them. It seems a logical reason that guidance, perhaps earlier than secondary school, in the elementary school, has come to the fore.
2. Early recognition of problem areas affecting academic or intellectual performance, emotional or attitudinal development, is necessary for early correction.
3. Teachers themselves have expressed their need for other resources. Many realize that no one has enough skill to handle all the needs of all the pupils with whom they come in contact. This need for resources to help children has pointed up the need for additional school guidance workers, facilities, and materials.
4. Another reason for the emergence of guidance in the elementary school has been that guidance itself has gone through a period of change; guidance is not picking up the pieces, not remedial, but developmental, preventive, and continuous.<sup>11</sup>

The last of Cottingham's views, and those of other writers suggest that guidance is part of the total school effort, beginning when the child enters kindergarten and continuing at least until he completes his education. Conditions inside and outside the school today create problems for children and perhaps increase the need for early guidance. Among such conditions are: (a) crowded classrooms, (b) population mobility, (c) employment of mothers outside the home, and (d) broken homes.<sup>12</sup>

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<sup>11</sup> Harold F. Cottingham, "Guidance in the Elementary School - A Status Review," Readings in Guidance in the Elementary School. New York: Selected Academic Readings, Inc., (April 10, 1963), CTT1A-2A.

<sup>12</sup> Louise O. Erkerson and Hyrum M. Smith, "Guidance in the Elementary School," School Life, XLIV, No. 7 (May, 1962), 14-15.

The demand for guidance in the elementary school has become more urgent with ever-increasing complexities of modern living. These complexities increase the pressures upon a child's life. Local educators and parents, who believe that professional assistance given to the child at an early age will prevent his developing serious problems later in life, have provided the impetus for the guidance movement in the lower grades.

It is worthy to note that the procedure of matching federal funds at the state level has made possible an increased number of guidance programs throughout the United States. In a brief summary of the Federal Aid to Education measures providing program support to the general field of guidance during the past decade (1956-1966), the development of guidance at the elementary level was set back by the original National Defense Education Act, which limited most of the federal support of guidance to the secondary level. Title V:A and B of the National Defense Education Act of 1958, for example, was a main vehicle for growth in the number of counselors and related support to guidance in American public and private schools. Along with the matching of federal and state funds, growth in numbers of full-time counselors has moved from an estimated 8,000-10,000 in 1958 to between 30,000 and 40,000 in the 1965-1966 school year.<sup>13</sup>

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<sup>13</sup>Carl McDaniels, "Recent Federal Legislation Affecting Guidance," The High School Journal, XLIX (February, 1966), 224.

A stimulus for further active investigation of the effectiveness of guidance services during the elementary school years was enacted in the Elementary and Secondary Education Act of 1965. This law, has broadened federal support to include the elementary years with the intent of expansion of guidance programs, the development of supplemental learning centers, strengthening of libraries, educational research, and assistance to pupils who are educationally disadvantaged and those who come from low-income homes.<sup>14</sup>

#### The Nature of Elementary School Guidance

In the reviewed literature various writers agreed on certain facets concerning the nature of elementary guidance. It is intended that some of the basic questions regarding objectives or functional aspects of elementary guidance will be brought out at this point.

A basic principle to which several writers adhere is that guidance functions involved must present a definite plan to help all pupils, teachers, and parents of the school and community:

1. Guidance is concerned with all pupils at all levels of schooling, and it helps to develop maximum potential of children in all areas of human development.
2. As a continuous process guidance considers the child's past, helps him live effectively in the present, and establishes a basis for successful living in the future.
3. The aim of guidance as an educational process is concerned with personal development in that

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<sup>14</sup>Ibid., 229.

each child makes the best of himself and is in command of self-direction and change.<sup>15</sup>

Guidance in the elementary schools consists of three aspects according to Cottingham:

1. A point of view... includes recognition and knowledge of each pupil's unique characteristics and a total effort by all school and community resources to meet individual needs.
2. A process... a series of experiences enabling a child to learn satisfactorily self-adjustment methods meeting his personal, social, physical, and academic needs. This process is based on the assumption that children in elementary school have various needs grouped around acceptance of himself, his relation to other human beings, and his integration into the educational program... specifically through instructional procedures, through community resources, and through selected professional activities fostering guidance.
3. A service... seen as a series of approaches, or service areas, through which elementary guidance aims at meeting unique adjustment needs of elementary school pupils.<sup>16</sup>

A second position found most writers thinking of a guidance program as involving services, and that the teacher, as well as the specialist, plays a major role in the program. Patouillet wrote of guidance as "services to assist the teacher in knowing the pupil, meeting his needs better, and aiding the pupil in understanding himself..." or "...a program of services which is specifically

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<sup>15</sup>Eleanor M. Anglin, "Guidance in the Elementary School," The National Elementary Principal, XLI (January, 1962), 54-55.

<sup>16</sup>Harold F. Cottingham, "The Guidance Function in the Elementary School," Personnel and Guidance Journal, XXXI (April, 1953), 453.

implemented to improve the adjustment of the individuals for whom it was organized."<sup>17</sup>

Another position taken by many writers involves three problem areas around which elementary guidance seem to focus: (a) understanding and acceptance of self, (b) satisfactory social relationships and interactions with other pupils - helping youngsters relate to their peers, and (c) providing for successful experiences in the academic school setting. Farwell and Peters commented, "Guidance emphasizes that most effective learning comes if and when the pupil focuses first on knowledge of himself--his assets, limitations, and aspirations."<sup>18</sup>

Yates offered this supportive view for a combination of the first and second of the three problem areas mentioned above:

Hopefully...guidance provides an environment in which every child can grow into a socially desirable, happy, and wholesome personality. Attempts should be made to avoid telling the child what to do and how to do it; rather, encourage him to develop traits of self-direction, self-control, and self-appraisal.<sup>19</sup>

The third problem of those listed above was supported by Ferris and Leiter: "The aim or purpose of elementary school guidance and its

<sup>17</sup>Patouillet, op. cit., 431.

<sup>18</sup>Gail F. Farwell and Herman J. Peters, A Developmental Approach (Chicago: Rand McNally and Co., 1959), 3.

<sup>19</sup>Zella G. Yates, "Guidance in the Elementary Schools," Grade Teacher, LXXII (February, 1955), 56.

personnel is to create in each pupil an attitude conducive to achievement and success in all undertakings--academic, social, and personal."<sup>20</sup>

Another area given noteworthy attention concerns the needs of children. These needs assist in determining the type of program which would be employed for pupils in a given area. Diversity of pupil needs necessitates a varied approach in that it would be unwise to assume that guidance services appropriate for one area or community would automatically fit another.

An individual can be assisted toward attaining a satisfactory adjustment if his needs are understood. Good guidance acknowledges existence of certain needs common to all pupils and should be further based on recognition of individual differences. DeForest saw common needs of all elementary school pupils as:

1. Physical - the development of a sound body structure in a wholesome physical setting, and the usage of good health habits and personal hygiene.
2. Mental - the maintainance of a healthy psychological climate, providing a feeling of security, love, recognition, and acceptance in a social group.
3. Educational - to experience success through good study and thinking habits, the use of individual assets and abilities, and living in a democratic atmosphere.<sup>21</sup>

A fifth point in which there is considerable agreement centers around the concept of elementary guidance as preventive and develop-

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<sup>20</sup>Robert R. Ferris and Sarah L. Leiter, "Guidance in the Elementary School: Opinions Differ," National Education Association Journal, LIV (September, 1965), 48.

<sup>21</sup>Richard F. DeForest, "Guidance Services for Elementary Schools," Educational Administration and Supervision, XLIII (October, 1957), 365.

mental, rather than resorting solely to correction and cure. Patouillet wrote of guidance as now being forced to assume a developmental "... approach concerned with all pupils and a must contribution to the maximum personality development of each, rather than following the former practice of sole concern with the relatively few severely retarded or disturbed."<sup>22</sup> Therefore, a primary focus upon guidance was seen as increasingly developmental while continuing to serve remedial and preventive functions.

In the personality development of each child, guidance concerns itself with the child's learning process through involvement in his physical, social, emotional, and moral development. Krugman expressed the need to dispell the negative view that guidance at the elementary level is to be used only in emergencies. A more logical approach would be the use of guidance as a planned means of personality development from the very beginning of the school's educational process. "With this outlook, guidance becomes an adjunct of education--a positive or developmental force rather than a negative one."<sup>23</sup> The guidance program viewed from a developmental approach does not mean complete elimination of corrective and preventive functions, but rather should minimize the necessity for them.

Guidance services, introduced at the secondary level, have largely continued to receive emphasis at that level. Preventive

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<sup>22</sup>Patouillet, op. cit., 432.

<sup>23</sup>Krugman, op. cit., 271.



intervention at an earlier date was a suggestion that might reduce problems at higher academic levels; but in actual practice, guidance at the elementary school level appears to deal mainly with already existing problems.<sup>24</sup>

Many authors agree that the elementary teacher has a dual role - that of a teacher or instructor, and that of a guidance person. Almost all writers expressed the opinion that the classroom teacher is the basic force in the guidance program and that the guidance process should revolve around those teachers. It was considered significant that each teacher does have a dual role, perhaps more important at the elementary level than at upper levels in that they seek to understand the whole child and base their functions on different kinds of revealed child needs.

Several authors contend that special training be required for counselors, teachers, or various specialists - whoever would be involved in attempting to provide effective guidance. Hill lists several requirements for the preparation of guidance personnel:

1. Knowledge of child biological and social requirements.
2. Thorough familiarity with basic conditions which determine an individual's behavior.
3. Knowledge of the learning process--that which constitutes a change resulting in growth.
4. Knowledge of children's emotions, attitudes, interests, and forces determining them--often social in nature.

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<sup>24</sup> John K. Tuel and Merville C. Shaw, "A Focus for Public School Guidance Programs: A Model and Proposal," Personnel and Guidance Journal, XLIV (April, 1966), 825.

5. Awareness of changes occurring in a pupil's social environment with increasing maturity problems in (a) belonging to different groups and (b) problems related to coordination, integration, and cooperation.<sup>25</sup>

Counseling service in the elementary school was not clearly identified in the reviewed literature. Explicit categories of operation, title, or responsibility were not commonly found or agreed upon. According to the opinions of guidance workers, teachers, administrators, and other personnel specialists, the exact nature and role of the counselor's function in the elementary school has not been clarified to mutual satisfaction.

Willey wrote of the functions of the guidance specialist as:

(a) helping children to adjust by diagnostic and therapeutic procedures beyond those used by the classroom teacher, and (b) serving as a resource person to teachers and parents.<sup>26</sup> Further implications are found in an overview of an article by Tuel and Shaw:

1. The guidance specialist is responsible for services to all students.
2. His purpose is to enhance the learning environment, and to do this effectively.
3. He will do less direct work with students and more with teachers and parents.<sup>27</sup>

Smith and Eckerson suggested that a variety of factors determine functions carried out by elementary school guidance workers. These various factors may account for the lack of clarification of functions

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<sup>25</sup>Hill, op.cit., 7.

<sup>26</sup>Roy D. Willey, Guidance in Elementary Education (New York: Harpers and Brothers, 1960), 8.

<sup>27</sup>Tuel and Shaw, op. cit., 824-825.

typically carried out. Some of the factors bearing a direct reflection on the types of responsibility fulfilled by elementary guidance counselors are: (a) the attitude and philosophy of the administrative staff; (b) the availability of other resource units in the community; (c) the cost of the program; (d) the school location with regard to the prevailing type of neighborhood and home environment; and (e) the school system's policies, with respect to counselor-pupil ratios. These factors represent a portion of the results from a study conducted in 1963 of twenty-four elementary school guidance programs. Guidance in these programs was a function performed by (a) elementary school teachers with guidance training, (b) school psychologists, and (c) school social workers.<sup>28</sup>

The 1963 study further indicated various functions that elementary school guidance consultants carried out:

1. Testing and observing children with educational or emotional difficulties.
2. Direct counseling with children.
3. Consulting with teachers, principals, and parents to better their understanding of both normal children and those with problems.
4. Problems in group guidance.
5. Occupational orientation and study habits.
6. Referring children in need of intensive diagnosis to available specialists or community agencies.
7. Assisting in administering, scoring, and interpreting test results.

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<sup>28</sup> Hyrum M. Smith and Louise O. Eckerson, Guidance Services in the Elementary Schools: A National Survey, U.S. Department of Health, Education, and Welfare, (Washington: U.S. Government Printing Office, 1966), 2.

8. Providing in-service training for teachers in areas of child development and learning.
9. Reviewing the effectiveness of the program through research and evaluative studies.<sup>29</sup>

As a follow-up to the 1963 study Smith and Eckerson conducted a 1964 survey which was based on their questionnaire, "A Survey of Pupil Personnel Services in Public Elementary Schools." The random sample of approximately 53,500 elementary schools, all with a minimum of 100 enrolled pupils, was stratified by the size of school enrollment and geographical region. A high return from the sampled schools indicated that these schools met the criterion for a minimum guidance program of at least one "child development consultant (CDC)" -- including counselors, school psychologists, and social workers who spent an average of one day a week in one school. A hypothesis of the study implied that a significant impact in guidance would be made on an elementary school if a CDC were to work with students for that length of time.<sup>30</sup>

An evaluation and analysis of a counselor's work, taken from weekly plan sheets and from questionnaires given to teachers of the Bakersfield, California, School District, revealed the responsibilities of counselors with an approximated percentage of time usurped per responsibility as follows:

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<sup>29</sup> Ibid., 1-2.

<sup>30</sup> Ibid., 2-3.

1. Individual counseling	12%
2. Records and reports	12%
3. Administrative assistance	12%
4. Group counseling	8%
5. Health	8%
6. School-wide guidance programs	5%
7. Attendance	5%
8. Welfare	5%
9. Planning	5%
10. Teacher consultation	5%
11. Student activities	5%
12. Safety committee	3%
13. Referrals to other agencies	3%
14. Talks to classes	3%
15. Testing	3%
16. Enrollment	3%
17. Informal contacts and observations <sup>31</sup>	3%

In further consideration of the roles of elementary school guidance workers, an informal opinion questionnaire was distributed in summer Education classes at Washington University, St. Louis, Missouri. The only results tabulated were the responses of students who were full-time teachers. Of the small sample of 42 completed questionnaires, 95% of the results indicated a positive response to questions regarding a need for specialized guidance workers in the elementary school. The opinion poll requested the respondents to categorize seven major areas referring to roles of elementary guidance workers. The results, in sequential order with percentage of responses, were:

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<sup>31</sup>William H. Newman, "A Full-Time Counselor in an Elementary School," Elementary School Journal, LVI (April, 1956), 354-355.

1. Treatment or therapy (working with socially or personally maladjusted).	79%
2. Diagnosing (testing and case studies).	56%
3. Parent conferences.	51%
4. Teacher conferences.	41%
5. Program planning and special orientation.	31%
6. Remedial teaching (counseling).	16%
7. Community contacts and referrals. <sup>32</sup>	16%

The report of another study concerning the role of the guidance worker recommended that the professional job description of a school counselor specify that he perform four major functions: (a) counsel students, (b) consult with teachers and administrators as they in turn deal with students, (c) study the changing facts about the student population and interpret findings to school committees and administrators, and (d) coordinate counseling resources in the school and community. The report further recommended areas other than those above neither be expected nor encouraged as part of the counselor's regular working schedule. Also, a suggested ratio of qualified counselors to students in most situations should be about one full-time counselor to each 300 high school students, with a somewhat higher ratio with the elementary student.<sup>33</sup>

With the consensus that guidance services, or pupil personnel services as commonly called, are intended for all children, relatively

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<sup>32</sup> Louis M. Smith, "Informal Observations in Guidance: An Observation on Elementary School Guidance," Personnel and Guidance Journal, XXXV (November, 1956), 179-180.

<sup>33</sup> Kenneth A. Erickson, "A Blueprint for Counseling Programs," Phi Delta Kappan, XLIII, No. 7 (April, 1962), 310.

few schools will experience the reality of a student-to-counselor ratio such as 300 to one as recommended by Conant in 1959.<sup>34</sup> It should be recognized that students' lives will seldom be altered by relatively brief individual contacts with the most skillful guidance specialist.

Other sources on the topic of student-to-counselor ratios called for 300 to one or 1,000 to two, depending on the time, degree of efficiency, and abilities of involved personnel. The elementary guidance director should not attempt to serve any more pupils than he can benefit to the greatest degree.<sup>35</sup>

Rupe recommended a case load of no more than 35 pupils for an elementary counselor. "Although the number of interviews may range from one to fifty or more, experience has indicated that an average of approximately ten per child will bring the best results." Other suggested ratios offered called for 250 or 300 to one, or a higher ratio of 450 students to a counselor.<sup>36</sup>

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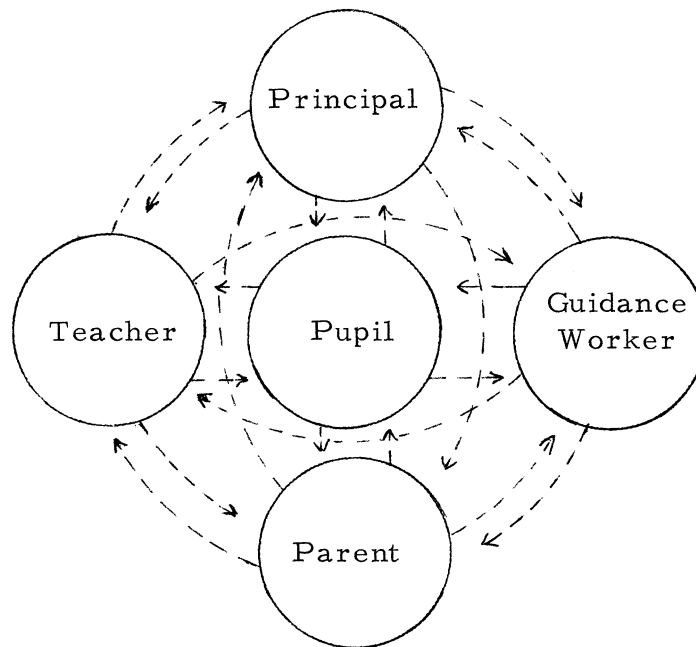
<sup>34</sup>Tuel and Shaw, op. cit., 825.

<sup>35</sup>Kearney, op. cit., 349.

<sup>36</sup>Rupe, op. cit., 282.

Whatever the ratio of students to counselor(s), or the organizational framework for guidance workers involved with pupil personnel functions within a school setting and its unique situation, Patouillet provides two organizational diagrams which are to be interpreted as open lines for communication and not lines of responsibility or authority. (Figures 1 and 2)<sup>37</sup>

Fig. 1--Multi-directional Lines  
for Open Communication

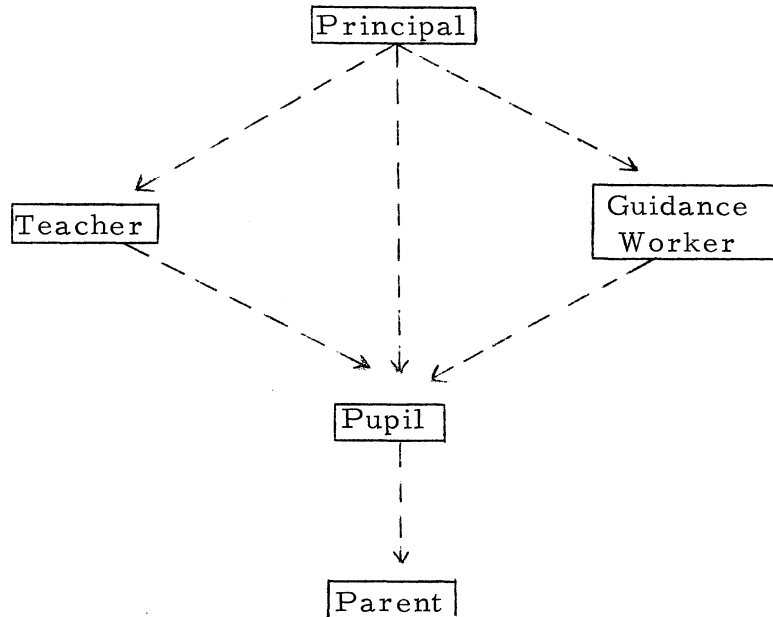



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<sup>37</sup>Patouillet, op. cit., 434.



Fig. 2--Open Lines to  
Communication, Top to Bottom



In addition to the various concepts which are common and seemingly agreed upon by many authorities, several writers agreed that elementary guidance focuses upon the modification of both pupil and teacher activities as its purpose. This modification of child behavior is often sought through a variety of individual and group experiences. Several writers have indicated that this objective is obtained by providing services to children directly, as well as indirectly, through the guidance specialists, the teachers, and the administration.

## CHAPTER III

### REVIEW - ELEMENTARY GUIDANCE DEMONSTRATION

#### CENTERS IN ILLINOIS

The State of Illinois has been one of a few states to pioneer work in the area of elementary school guidance programs. Formalized guidance programs in the elementary school are some of the newest developments in the pupil personnel field, as the elementary school is in a uniquely favorable position to provide guidance services for pupils.

The primary objective of the Demonstration Centers within the State's Department of Guidance Services was to determine the feasibility of implementing guidance services in the elementary school in an attempt to meet personal, social, emotional, intellectual, and educational needs of young children. Cooperative efforts with local districts have been emphasized by establishing, maintaining, and extending guidance, counseling, and testing programs throughout the State. Emphasis, too, has been placed on services within the Department in striving to help local districts improve and extend existing programs of guidance services, and to increase professional competencies through in-service training programs and consultant services. Also, the Department has attempted to aid in providing increasingly effective means for identifying various student abilities and aptitudes.

In fulfillment of its objectives, six programs are administered by the Department of Guidance Services. One of these six has been the administration of Elementary School Guidance Demonstration Centers. This particular program was conducted throughout the State for the purpose of determining what services should be included in elementary school guidance programs, as well as how these could be implemented. Through demonstration and practice the centers sought to determine, and possibly establish, the roles of the elementary school counselor, teacher, administrator, and other school or district personnel involved in guidance at the elementary level.

A second Department program, one closely allied with the program of the Demonstration Centers, has been the Illinois State Plan for the Improvement of Guidance Services. This program has included provisions for and specifications for financial reimbursement for those schools which meet basic requirements under the National Defense Education Act. Requirements called for maintaining a prescribed counselor-pupil ratio, providing a minimum testing program, furnishing private necessities and facilities for counseling, and providing a program of services to meet the needs of pupils.

In cooperation with the United States Office of Education and local school districts, the Department of Guidance Services placed into operation ten demonstration programs of elementary school guidance during the school year of 1964-65. The demonstration

program was initiated as a result of a challenge by the Superintendent of Public Instruction to design an effective program of guidance services for elementary schools in Illinois. These programs were organized in diversified areas of the State with the intention of searching for ideas and activities that would implement the guidance ideal and benefit all children.

With some guidance services already existing at the seventh and eighth grade levels in several Illinois schools, the demonstration program was designed primarily for grades one through six. The seventh and eighth grades were excluded in localities where junior high school guidance services were in existence. Financial obligations for the demonstration centers were met through funds from the National Defense Education Act, Title V:A, and the local districts involved. Six original centers were selected in the fall of 1964, with four additional centers being selected in January, 1965. Each cooperating school district was awarded a flat grant for their guidance programs. The ten selected demonstration centers were chosen on the basis of the eight following criteria:

1. Geographic location.
2. Existence of a functioning secondary guidance program.
3. Atmosphere toward guidance and counseling.
4. Size of the community.
5. Size of the student population.
6. Willingness of the school district to participate on a cooperating basis.

7. Recommendation of the regional guidance consultant and the regional supervisor.
8. Sociological setting of the community.<sup>38</sup>

During the next two school years, 1965-66 and 1966-67 respectively, an additional number of schools expressed eagerness to participate in the State's demonstration program. A total of nineteen individual schools participated in the program in 1966-67. See Appendix I.

Communication of obtained information among demonstration centers with regard to project activities, experiments, and experiences has opened avenues for evaluation of growth in elementary school guidance in Illinois. Some projects and procedures that may prove to be of value in the growth of elementary guidance were:

1. Albion's child-study groups, with plans for open discussion topics by parents.
2. Canton's project on parent-teacher conferences and parental workshops.
3. Deerfield-Wilmot's interest in discovery and development of creative vocational and leisure interests.
4. Highland's experimental usage of group guidance in primary grades.
5. Troy's test-selection committee, one day rotation of all professional personnel in overcoming a pseudo-isolationship through location of teaching stations, and proposed qualifications in course requirements for the guidance coordinator.
6. Rockford's training of volunteer mothers to assist in independent reading activities.
7. The construction of an evaluation form by the Department of Guidance Services.<sup>39</sup>

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<sup>38</sup>Elementary School Guidance in Illinois. Reports from the Zion Conference and the Elementary School Demonstration Centers. Superintendent of Public Instruction--Ray Page, State of Illinois, (Springfield, Illinois, 1965), ii.

<sup>39</sup>Ibid., 12-13.

The pilot elementary guidance project was concluded at the end of the 1966-67 school year. However, funds will be provided during the 1967-68 school year for a "limited number of elementary guidance programs whose formats emphasize demonstration of counseling, techniques, play media, video taping, applied research, innovation, and program exploration with a cooperative pupil personnel orientation."<sup>40</sup>

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<sup>40</sup> "New Focus on Demonstration Centers," Newsletter, Department of Guidance Services, (Springfield, Illinois, June, 1967), 7.

## CHAPTER IV

### PROPOSED ELEMENTARY GUIDANCE PROGRAM

#### Educational Philosophy of District No. 21

The experiences and working relationships of professional staff members in Community Consolidated School District No. 21, Wheeling, Illinois, have resulted in and continue to improve upon a unified educational philosophy. In looking at this philosophy a common goal is the attempt to eliminate shortcomings, inequalities, and inefficiencies in our society, as it is assumed there are these weaknesses in all societies. The democratic way of life, if it is to be maintained and improved, requires an educated citizenry dependent upon literate, thinking, well-informed, self-supporting, self-respecting, adaptable individuals. Essential for the development of an educated citizenry is the cooperation of the home, the school, the church, the government, and other groups.

Additional aspects of district philosophy are seen in the placement of (a) a high value on the personal worth and dignity of every individual, (b) the right of all people to equal opportunity, (c) the importance of moral and spiritual values, (d) a mutual responsibility of individuals and groups for advancing the general welfare to the benefit of all, (e) the worth of reason in solving

problems, (f) the importance of initiative and individuality, and (g) the value of excellence in all areas of life.<sup>41</sup> As a final premise, it is district belief that most people, given sound educational opportunities, can develop skills, attitudes, appreciations, and understandings necessary for their effective participation in a democratic society based on the principle of freedom and justice under law.

#### Elementary Years - Important Years

For students in kindergarten through the sixth grade, the precious years of childhood undergo much change: intellectually, socially, emotionally, and physically. Each individual during this time should be helped to develop to the maximum of which he is capable. The elementary school years should concentrate on the important development of the individual and his need for fulfillment.

The world in which the child lives continually provides broadening experiences. Through teacher guidance and instruction he learns about his community and his country, about the people of the world, and begins to develop ideas and feelings about people and his relationships to them.

At school, as well as at home, the youngster learns the necessity of a job well done, responsibilities he must assume, and

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<sup>41</sup>"Happiness is Going to School in District 21," Annual Report, (Wheeling, Illinois, 1965-1966), 1.



the joy of learning, of helping to develop his own abilities. Good health habits and physical well-being also become important to him. Compiling these attributes with other school, community, home, and church influences and experiences, the youngster, in the eyes of the school, is hopefully equipped to "meet the world."

### Early Childhood Educational Program

Kindergarten programs have traditionally centered upon the social and emotional development of young children. Attempts within the district are being made through the recently introduced motor facilitation program to assist young children with development and improvement of motor and mental coordination skills. On an experimental basis, development of social and intellectual skills are attempted with children from "disadvantaged" homes as well as those from "normal" homes.

For most children in the district the year of kindergarten attendance is the first actual separation from parents and home for a given length of time. Even though a child may know some of the other children there as classmates, many new and often frightening experiences await him.

A new face, voice, and personality in the authoritarian role of "teacher" replaces the position of mother during time spent at school. The process of listening, responding, and interacting with

this new "leader," as well as with many new and strange faces as classmates, places the child in a life-long relationship with others. This significant and essential process of life is that of socialization.

Child needs of acceptance, attention, warmth, and other adjustment needs involved in physical, intellectual, social, and emotional development all unfold in the socialization process. Through an orientation program, prior to his initial attendance in the new school community, assistance will be provided for the kindergarten child as the socialization process is continuous during the child's schooling career.

#### PRIMARY GRADES

As was indicated in the preceding section, the social interaction of children learning to live with other children and staff members of the school community is a continuous process. This interacting process is continuous with each child through his schooling years and all of life thereafter.

In addition to this process the elementary school:

. . . must show a primary concern for the importance of individual differences, the importance of creating a desire for learning in children, the many pressures which affect the lives of children, and the impact of its influence on the lives of children in the formative stages of their development. Its responsibility lies not only in providing

for the intellectual development of children, but also for their social, emotional, and physical development.<sup>42</sup>

These responsibilities require that the school attempt to foster equal educational opportunities for all children and cooperative working relationships with parents, home, and community agencies.

In the first and second grades, basic skills of reading, writing, computing, listening, and speaking should be taught so that children learn to study, understand, and convey information. Children, aged six to eight years, in their full day of five class hours, learn to:

1. Read silently and orally, for information and for pleasure.
2. Write printed and cursive letters and structure sentences.
3. Add and subtract combinations to ten; understand simple fractions and decimals.
4. Understand science, through observation and exploration of the familiar in nature.
5. Increase awareness and understanding of their community.
6. Appreciate and express themselves through music, art, and organized play activities.
7. Develop good mental and physical health habits and attitudes.<sup>43</sup>

### MIDDLE GRADES

Again, mindful of the enduring life adjustments to be made in all areas of development, including the continuous socialization

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<sup>42</sup>William P. McLure, Chairman, "Education for the Future of Illinois," by The Task Force on Education, State of Illinois (Springfield, Illinois, December 1966), 3.

<sup>43</sup>"Happiness is Going to School in District 21," op. cit., 6.

process, each child needs to expand his skills and increase his knowledge through planned studies in several subject matter areas. These children, in grades three through six, continue in the same subject matter areas as in the primary grades, with the addition of English. The basic subject areas are as follows:

Reading	Oral and Written Expression
Mathematics	Physical Education
Social Studies	Health and Safety
Science	Penmanship
Music	Spelling
Art	English

Children, aged nine to twelve years, learn:

1. To read varied materials of increasing difficulty, seeking printed sources for use in all studies.
2. To write with emphasis on correct spelling and grammar, and to use dictionaries for reference.
3. To express themselves orally.
4. To add, subtract, multiply, and divide whole numbers, fractions, decimals, and denominate numbers.
5. To study science as it applies to the earth, the oceans, the skies, living things, chemical and physical changes, energy, electricity and magnetism in everyday life.
6. To study social studies with stress upon the geography, both history and civics, and cultures of people living in both hemispheres.
7. To understand and exercise good health and safety practices.
8. To study.<sup>44</sup>

#### Guiding Principles of the Program

In considering fundamental objectives upon which an effective program of guidance services in the elementary school must be

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<sup>44</sup>Ibid., 7.

based, the writer suggests the following basic beliefs concerning the program in regard for the importance of human growth and development:

1. Each person is valuable.
2. Each individual is unique; individual differences in social, emotional, physical, and intellectual needs of boys and girls must be recognized.
3. Each person has a contribution to make through his own personal abilities and interests.
4. Each individual has a desire to learn and develop; the elementary school should stress continuing improvement in fundamental skills and knowledge.
5. Human behavior is caused, and these causes are multiple and interrelated.
6. Factors involving causes of behavior can be identified.

The need for additional and improved guidance services in the district are considered essential if the above maxims are to be fulfilled.

Due to the varying needs of the students in the district in terms of economic and cultural conditions, the guidance program will be an integral part of the total school function, not just an extra service offered to students in trouble. This role of the guidance program in the school places emphasis on the early identification of children with potential problems through a developmental rather than a remedial approach. While major emphasis has been on remedial functions - aiding pupils with notably developed maladjustment and behavior problems - the preventive approach anticipates development of certain difficulties or problems and attempts to provide services that would prevent their development.

"Guidance for all" is a phrase found often in guidance literature. Realizing the possibility of more than one implication, the phrase "guidance for all" is used with the connotation that the opportunity for guidance and counseling services should be made available to all students in the district, kindergarten through sixth grade. If the program is to benefit all children through a developmental approach, a planned "team" effort among personnel is deemed essential toward the working success of the program. Children's special needs demand individual study, attention, and planning by the teacher with the supportive help of guidance specialists.

### Organizational Structure of the Program

#### THE TEACHER'S ROLE

The services of specialists are needed in understanding the child as a person and in understanding how he feels about himself and his relations with others. The importance of teachers and parents combining their efforts in helping meet one's needs should not be overlooked or underrated.

Sometimes a child's needs can be met in the classroom as the teacher might make special provisions for him. Other times it may seem best to place him in a special class with a specially trained teacher. In either case, efforts of the home and school

should be directed toward helping the child accept himself and realize his full potentialities. The youngster with special needs is, above all else, a child with all the needs, hopes, fears, and aspirations of any human being. His needs for affection, recognition, and self-development must be met within the framework of his difference.

The schools' most valuable resource in guiding children should be the people on its staff. However, not even the best and most resourceful staff member can make his full contribution unless he works in harmony with others. Agreements among the entire staff are essential in grouping children, in evaluating their progress, and in reporting to parents. Special study of individual children should involve the skills and knowledge of several people working together.

In facilitating the teacher-learning experience, the K-6 teachers deal with many phases of guidance. A teacher's guidance role and instructional role should be interdependent and include the following:

1. He sets the emotional climate for learning in the classroom, while observing child behavior in day-by-day situations.
2. Success depends on offering a relationship of mutual trust and respect.
3. He must try to adapt the environment to suit the child's needs. The teacher must be aware of his own likes, dislikes, needs, and frustrations, as well as the child's interrelationships with peers, his capacities, interests, style of behavior, motivations, and defense.

4. The teacher's role should not be that of a psychologist. Instead, his job should be to translate subject matter into exciting experiences for children and promote optimal learning.
5. He should take part in a systematic program of standardized testing.
6. He should contribute to and use each child's cumulative records.
7. The teacher should meet with parents individually and in groups, attempting to understand children better and to involve parents in the education of their children.
8. The teacher should identify each child with social and emotional problems as early in the year as possible and seek outside specialized assistance, if needed, toward possible solutions.<sup>45</sup>

The teacher, as an important staff member of the district, is placed in a strategic role in the guidance and leadership of young lives. The teacher, therefore, is considered as the key person in the guidance program.

#### THE ADMINISTRATOR'S ROLE

The principals, or administrators, of the district's seven elementary schools are involved in a unique position of responsibility with regard to the proposed guidance program. The administrator, through his philosophy of guidance, should set the tone and climate which help determine the nature and extent of guidance activities in his particular school. The principal should exhibit leadership

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<sup>45</sup>Eleanor M. Anglin, "Guidance in the Elementary School," The National Elementary Principal, XLI (January, 1962), 56.



skills when he balances his authority role with the role of being a friend of children, realizing the necessary development of the child's total personality as a primary goal of his school. He will display an awareness of his guidance role when he exercises great care in helping select classified personnel who will have positive attitudes toward children as well as handle guidance responsibilities in a competent manner.

Informing and enlisting support of district parents and surrounding school community are basic goals which the principal should emphasize prior to the approval of such a proposal. Once plans are formulated and finalized for an organized guidance program, the principal and/or a guidance committee may be called upon to present and interpret those plans to the school board for acceptance and approval.

The success of a proposed guidance program is dependent upon the team efforts of many people. The example set by the administrator, by his attitude and the atmosphere which he creates, will carry significant influence upon the effectiveness of the overall program.

#### THE COUNSELOR'S ROLE

For the purpose of the proposed program, the counselor's role in the existing seven elementary schools would concentrate on

contributing psychological and counseling skills to the efforts of the classroom and special teachers in helping children. Much of the counselor's work would be with a majority of children who do not have pathological emotional or behavioral disorders and who are not mentally retarded.

As a member of the school "team," the counselor will work with the individual student and with groups, helping to identify strengths and weaknesses which relate to the home, school, and community environment. It is important that the counselor recognize his own abilities and limitations as to when he should seek assistance from district personnel more skilled in solving specialized problems.

Early prevention of problems before they reach major proportions should be the primary aim of the school counselor. With the child in a self-contained or departmentalized classroom atmosphere under the supervision of a teacher for about twenty-five hours a week, the counselor could have a great impact if he focuses on helping to make those class hours more beneficial for teacher and student. A greater impact toward pupil problem solutions can be made if the teacher-guidance worker relationship is a cooperative team effort.

In addition to the above suggested responsibilities, the following duties are considered as significant roles of the counselor. There will be other assignments as determined by the needs of individual schools.

1. Provides a counseling service for all children from kindergarten through sixth grade.
  - a. Counsels with individual students and with groups.
  - b. Develops a group counseling program insuring each child of receiving help in areas of needed information, developmental attitudes, and an opportunity for self-understanding.
2. Conducts case conferences with teachers either initiated or requested by them.
  - a. Sensitizes teachers to the needs of children.
  - b. Helps teachers to know and use techniques in the classroom which will enable them to recognize and meet each child's needs.
3. Conducts parent conferences.
4. Provides resource materials for use by all those who participate in the guidance program.
5. Conducts an in-service training program to provide effective training in all phases of a developmental guidance program.
6. Provides a testing program - utilizes individual and group tests which have well established reliability and validity in the administering and interpreting of the school testing program.
7. Serves as a resource person for the staff members who may be responsible for assisting in group guidance activities.
8. Articulates guidance services with all receiving schools through a planned orientation program.
9. Assists the teacher and administrator in aspects of student placement.
10. Assumes the responsibility for including essential guidance information in the pupil's cumulative folder.
11. Explores the curriculum and identifies areas in which guidance is naturally an integral and dynamic part.
12. Participates in the development of research such as follow-up studies, student grouping, and various surveys.
13. Reports to the principal annually on accomplishments within the guidance program.<sup>46</sup>

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<sup>46</sup> Guidance Services for Illinois Schools - A Handbook, Ray Page, Superintendent of Public Instruction, Department of Guidance Services (Springfield, Illinois, 1966), 5-6.

In an effort to follow-up and evaluate guidance services once they are initiated in the district, the counselor should prepare a yearly report on particular problems he has handled and the success of his program. Such a report should include: (a) the number of children with problems, (b) the nature of the problems, (c) the number of pupils released, and (d) the status of pupils still under his direction. This information, combined with that of the progress of children not receiving special attention, should give a realistic picture of the effectiveness of the instructional and guidance programs. With this kind of information at hand, practical plans for improvement and/or revision can be prepared.

The recommendation of counselors for elementary schools in the district presents a possible problem. Available finances limit the possibility of employing the desired personnel. Financial aid, however, is provided through State of Illinois funds which are available for the 1967-68 school year ". . . for the purpose of Elementary Guidance Programs whose formats emphasize demonstration of individual and group counseling techniques incorporated with practical research." Allotments of \$5,000 to \$10,000 may be provided for programs which qualify.<sup>47</sup> Also, the availability of well-trained counselors at the elementary level is a questionable factor.

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<sup>47</sup>Letter from A. Dan Whitley, Elementary Guidance Supervisor, Department of Guidance Services, State of Illinois, Springfield, Illinois, May 15, 1967.

Six of the seven elementary schools had enrollments in excess of 650 pupils for the 1966-67 school year, with the remaining school's enrollment of approximately 450 pupils. It is recommended that an elementary school counselor be added to the total staff personnel for each of the seven schools. With an expected additional 800 children to be enrolled each year in the district through 1970, the student-counselor ratio will obviously increase, assuming the relatively same building structural organization is maintained. By way of projection additional counselors will be needed for the bulging school population. In the second year of operation for an organized guidance program, it would not be unreasonable for two counselors to be assigned for each K-6 building. This provision would help compensate for an estimated school enrollment of 760 or more children by fall, 1968. The enrollment of three K-6 buildings for the 1967-68 school year will already average close to that enrollment figure.

Other necessities will be needed with the initiation of a guidance program. Provisions such as space for a counseling office(s) and office equipment, including a counselor's desk, chairs, filing cabinets, bookcase, typewriter, telephone, and tape recorder, are all practical suggestions. Also, secretarial assistance would prove to be most valuable in aiding the counselor with his many duties. This description, of course, is one of an idealized

situation. Desired provisions and materials would have to be added to the over-all guidance program as the district, with its problems of continual growth, could support it.

### Special Education Program

The goal of the existing special education program is to foster maximum development of the abilities of children who differ markedly from the normal in some respect. Special education, as an integral part of and not apart from the general education program, adds to, supplements, and carries forward the general program of education in School District No. 21. As the following special services, provided by the district, work together in a "team" effort, a developmental approach to problems will help meet children's needs.

### Perceptually Handicapped Program

The two perceptually handicapped classes served approximately thirty multiple handicapped children during the past year. The two special teachers work with children at the elementary and junior high levels who exhibit more than one learning disorder, such as auditory perception, limited oral communication, and related disorganizations of thoughts and expressions as to create handicapped conditions.

The experimental motor facilitation program in the kindergartens of the district hopes to identify and aid in helping correct problems of a perceptual nature while children are young.

### Educable Mentally Handicapped Program

One class of fifteen students whose mental abilities prohibit them from learning at the same rate as a regular classroom was conducted during the past year. These students were under the direction of a specially trained teacher.

### School Health Service Program

A total of four nurses for the district's seven elementary and two junior high schools plan and implement the school health program on a routine schedule and on an emergency call basis. The complete program is in three phases:

1. environmental - routine water sampling, building and playground safety, sanitation, lighting and ventilation are of much concern.
2. educational - advantage is taken of every learning situation from cleansing a wound to the interpretation of a complicated diagnosis, whether pupil, staff or parent. Time has not permitted formal classroom teaching except for the annual menstrual program for fifth grade girls and their mothers and on a teacher invitational basis to supplement a health unit.
3. nursing service - most of the nurses' time has been spent in actual service. Health appraisal by interpretation and follow-up of physical and dental examinations, vision and hearing tests and a six month check on height and weight gives the nurse a good picture of the health status of each pupil. Communicable diseases, emergency care for accident and illness, absenteeism, and poor health habits also require much attention.<sup>48</sup>

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<sup>48</sup>Op. Cit., "Happiness is Going to School in District 21," 22.

As part of the "team" approach, close cooperation of nurses with the entire staff is vital. The classroom teacher is only one contact. The speech correctionists are informed about the audiometric rating of each of their pupils; the reading consultants are kept informed on the visual, hearing, and physical status of their pupils; and the psychologists and/or social workers request information on health and history of pupils with learning problems.

Future plans which would involve the proposed program, curriculum, staff, and community include: (a) further work on the new sex education program; (b) first aid courses for teachers and better preparation for the disaster plan; (c) a specific program geared for 'occupational health' for the staff; and (d) continued work on the formation of a Health Council made up of professional and lay persons for the district.

#### Speech Correction Program

Plans for the 1967-68 school year call for one speech correctionist to be assigned to each school. This plan replaces the former program of four specialists for nine buildings. Additional specialists in speech correction will greatly aid the educational and guidance programs. Help will be provided in guiding children, individually and in groups, to improve poorly developed speech habits and to develop self-confidence in themselves and in their abilities.



District No. 21 speech correctionists use a block system of scheduling pupils. Children are seen every day for a concentrated period of time under this schedule. In opposition to this plan, under the formerly used intermittent schedule, children were seen once a week during the school year. The concentrated speech therapy for a shorter period of time has proven to be more effective in the district.

In the 1966-67 school year the final year of a four-year study program was concluded in two of the districts' schools. The purpose was to discover if speech therapy was of profit to children when started at an early age. Also, the study was to determine the relationships between speech improvement and speech therapy. This research was sponsored by the Department of Health, Education, and Welfare and was conducted with the cooperation of the Speech Department of the University of Chicago.<sup>49</sup> This is one example of evaluation and research within the special education services.

#### Social Services Program

Social Services have been provided in School District No. 21 by two full-time and one part-time school social worker and by one full-time and one part-time school psychologist. The purpose of the social work program in the schools is:

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<sup>49</sup>Ibid., 23.

1. Assist the school in identifying those children who, because of social and/or emotional problems, cannot achieve in the classroom under existing conditions.
2. Help the child with current difficulties and to prevent the development of serious problems.<sup>50</sup>

District procedure has been that of presenting problems facing children to the social worker by school personnel, parents, community agencies, and/or the child himself.

When school approval is granted, actual work with the child is initiated and parental contact is made. In these contacts between parents and school social workers, there is a sharing of feeling, observations, and mutual planning of how best to help the child. The school social worker may request the parents to have the child examined by a competent professional person such as a physician, a school psychologist and/or a psychiatrist.

Regular interviews with the child are desired along with periodic observation of the child and consultation with the teacher. The school social worker supplements the work of the teacher, and together they strive to meet the needs and fulfill the interests of the child.

Attempting to meet child needs through teacher referrals has met with partial success, however. The main concern involves too many cases and too few social workers. As proposed earlier, if each elementary building could be staffed with a counselor, the school social

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<sup>50</sup> Ibid., 24.

workers would be given more time to serve as resource persons and as home and community workers for the school system, and would be given an opportunity to assist all elementary and junior high schools with their efforts in meeting pupil needs through a developmental approach.

The school psychologist, as a member of the guidance "team," makes more intensive studies of individual children and assists teachers and parents, both individually and in groups, to formulate decisions for such children; works with community agencies in a variety of activities; and engages in various educational research activities. Other duties performed by the school psychologist should include helping school personnel to understand the causes underlying various types of behavior, helping school personnel to understand the problems and needs that children commonly have at different age levels, and presenting methods of assisting children to develop desirable behavior patterns.

As in the case of the school social workers, the number of referrals and the work load have been more than the school psychologists can handle. In a tape-recorded interview with Dr. Charles Smith, the district's full-time school psychologist, the ever-increasing need for elementary school guidance workers was discussed.<sup>51</sup> Dr. Smith believes the addition of elementary guidance workers to

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<sup>51</sup> Interview with Dr. Charles Smith, District 21 School Psychologist, June 6, 1967, 4:30 PM.

to the present special services would be a definite asset to the school system and surrounding committee in attempting to cope with growing pupil needs.

As seen in Figure 4--"An Interrelationship of Roles in Elementary School Guidance," many staff members of the district have roles in the guidance "team" effort.

In developing a line-staff flowchart of pupil personnel services for the district, the staff of specialists shall include:

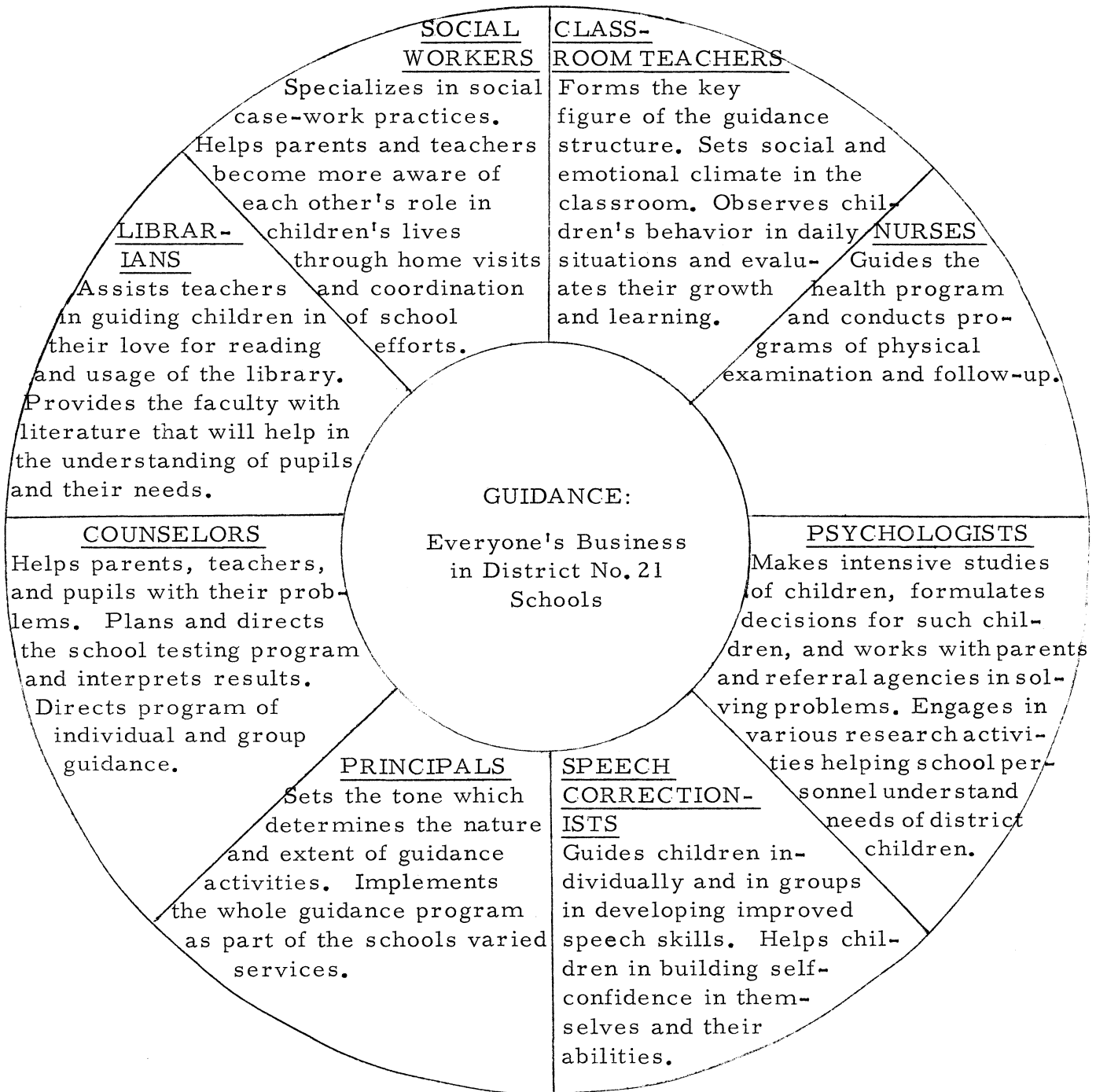
1. Speech Correctionists
2. School Counselors
3. School Nurses
4. District Social Workers
5. District Psychologists
6. Administrators (Principals) Fig. 5

Referrals shall be made through student self-referrals and/or by teachers, administrators, and from one pupil personnel specialist to another.

#### Guidance Activities for Appropriate Grade Levels

The quantity and quality of guidance and personnel services provided for elementary school students, their parents, and their teachers are important factors in determining the degree to which the educational program is effectively focused on each individual. Active engagement in the guidance function by adults who work closely with young children is necessary due to the complexity, multiplicity, and depth of children's personal, emotional, social, and physical problems.

Fig. 3--An Interrelationship of Roles in Elementary School Guidance



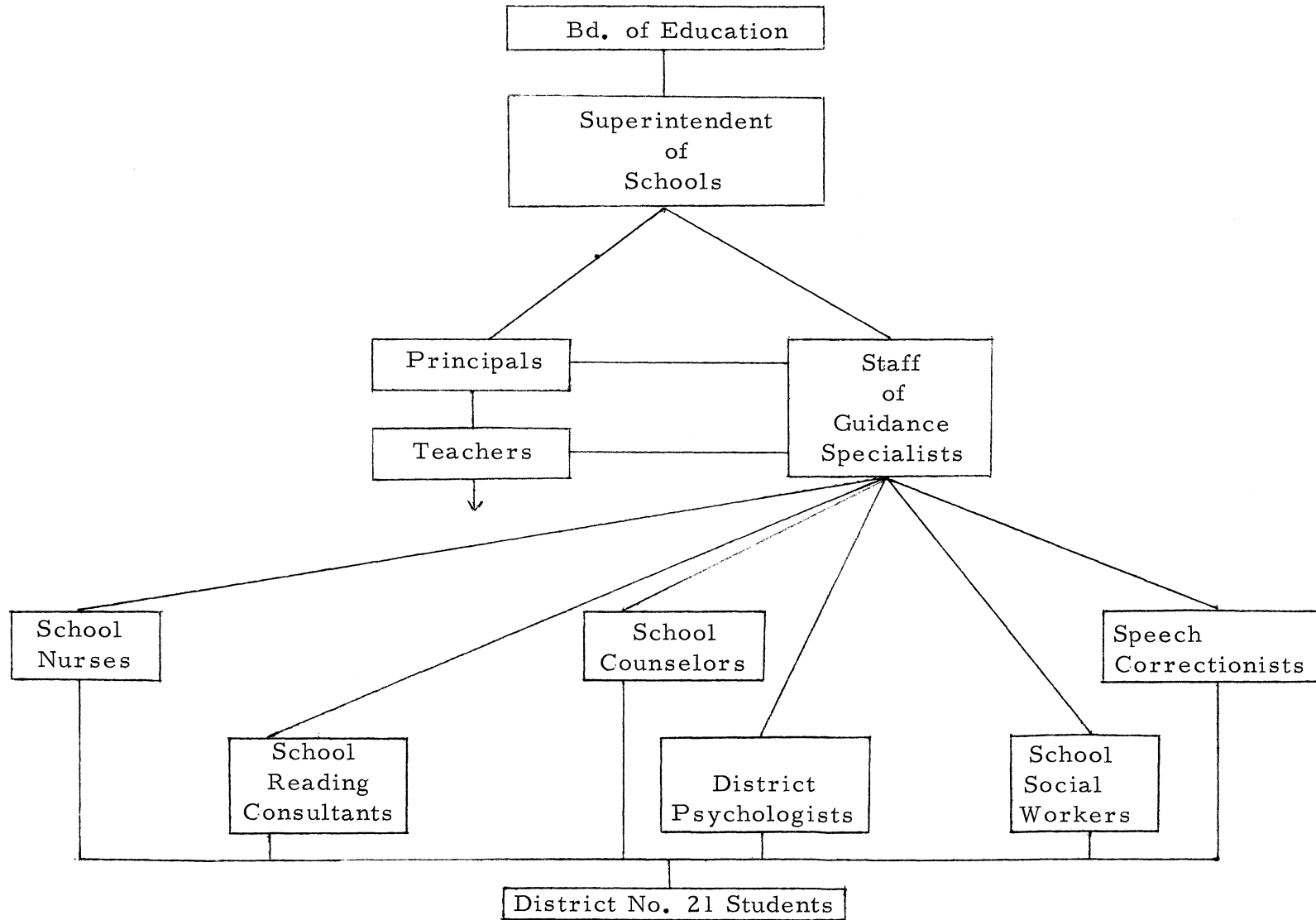


Figure 4

Line-Staff

Pupil Personnel Services

District No. 21

At the elementary level the central purpose of the guidance function is placed on early identification and planned remediation. With this purpose in mind, the following check list is provided with suggested guidance activities for the appropriate grade levels in District 21. The check list is given as a suggested guideline and not as an end in itself.

Guidance Activity	Suggested Level						
	K	1	2	3	4	5	6
I. Orientation.							
A. Spring round-up of pupils going into kindergarten.	X						
B. Parents and pupils meet with counselor and kindergarten teacher(s) and take tour of building.	X						
C. Information sent to parents and pupils about school policies and school items needed by pupils.	X						X
D. Counselor visits kindergarten classes and sixth grade classes of pupils going into the first and seventh grades, respectively.	X						X
E. Counselor(s) discuss the school program with pupils in the feeder schools.							X
F. Pupils visit new school to which they are assigned.	X						X
G. Discussion groups led by counselor as a follow-up of students visit.							X
H. Testing program, if desired, administered by elementary school counselor in feeder school.							X
II. Testing - should include administration and interpretation.							
A. Reading readiness - Metropolitan Readiness Test (to be given in May).	X	X					
B. Mental ability - SRA Primary Mental Abilities Test (to be given in November).			X				
- Lorge-Thorndike Intelligence Tests (to be given in November).				X		X	
C. Reading tests - Gates Primary Reading Test (to be given in November).			X	X			



Guidance Activity	Suggested Level						
	K	1	2	3	4	5	6
D. Achievement battery - Iowa Tests of Basic Skills (to be given in October).				X	X	X	X
E. Arithmetic survey - possible usage of a new standardized test on modern math developed by the Arlington Area Curriculum Council.			X		X		X
F. Individual test.							
1. Reading difficulty analysis.	X	X	X	X	X	X	X
2. Intelligence.*							
3. Motor skills.*							
4. Special aptitudes.*							
5. Personality inventories.*							
*Tests administered by school psychologist to meet special needs.							
III. Counseling and Guidance.							
Counseling services should be available to all students through individual conferences and group activities.							
A. Individual counseling.							
1. Personal problems.	X	X	X	X	X	X	X
2. Social information.	X	X	X	X	X	X	X
3. Emotional problems.	X	X	X	X	X	X	X
4. Vocational and educational information.					X	X	X
B. Group counseling.							
1. Group and individual behavior.					X	X	X
2. Allied school-home problems.					X	X	X
3. Personal adjustment.					X	X	X
C. Group guidance.							
1. Extra class activities.					X	X	X
2. Test interpretation.						X	X
3. Safety rules.	X	X	X	X	X	X	X
4. Safety patrol.						X	X
5. Orientation.	X	X					X
6. Study habits.				X	X	X	X
7. Grooming and personal habits.	X	X	X	X	X	X	X
8. Etiquette.	X	X	X	X	X	X	X

Guidance Activity	Suggested Level						
	K	1	2	3	4	5	6
IV. Records.							
A long-range, systematic record program shall be planned and implemented by the counselor.	At all levels when appropriate						
A. Cumulative record.							
1. Character traits marked by teacher.	X	X	X	X	X	X	X
2. Referral records (inside and outside).							
3. Test data.							
4. Principal's report on disciplinary action.							
5. Parent conference data.							
6. Other data							
B. Counselor's interview records.							
C. Enrollment record.							
D. Health record (kept by school nurse).							
V. Identification.							
The counselor and teacher shall act as a source of identifying pupils who have special needs. Such pupils may include:	At all levels when appropriate						
A. Slow learners.	X	X	X	X	X	X	X
B. Rapid learners.							
C. Educable mentally handicapped.*							
D. Trainable mentally handicapped.*							
E. Emotionally handicapped.							
F. Socially maladjusted.							
G. Reading difficulties.							
H. Partially sighted.**							
I. Hearing difficulties.**							
J. Speech difficulties.							
K. Impaired motor skills.							
L. Physically handicapped.							
*Verified by school psychologist.							
**Verified by school nurse.							
VI. Referral Agencies.							
The counselor shall act as both a referral agent within the school and as a clearing house for referrals to other district specialists or to outside agencies.	At all levels when appropriate						

Guidance Activity	Suggested Level						
	K	1	2	3	4	5	6
A. Referral agency within the school.	X	X	X	X	X	X	X
1. Personal, social, and emotional problems.							
2. Individual testing.							
3. Chronic attendance cases.							
4. Chronic behavior cases.							
5. Under achieving pupils.							
B. Referrals to outside agencies.							
1. Health services.							
2. Juvenile authorities.							
3. Psychological services.							
4. Religious and community welfare agencies.							
5. Service and fraternal organizations.							
VII. Dropout Prevention.							
The counselor and social worker shall implement a program of remediation and prevention to keep the potential dropout in school. Such a program might include:	At all levels when appropriate						
A. Identification of the dropout prone pupil.	X	X	X	X	X	X	X
B. Remediation and Prevention Program							
1. Individual testing.							
2. Individual reading instruction.							
3. Special reading instruction.							
a. Aid from school reading consultant.							
b. Private tutoring.							
4. Curriculum modification.							
5. Group guidance activities.							
6. Home visitation.							
7. More individual conferences.							
8. Increase parent involvement in school.							
9. Ungraded primary.		X	X	X			
10. Federally subsidized program for dropout prone and culturally deprived	X	X	X				
VIII Educational and Occupational Information.							
This type of information may be provided for pupils in various grades and include, among other things, the following:							

Guidance Activity	Suggested Level						
	K	1	2	3	4	5	6
A. Occupational units of study.					X	X	X
B. Educational and occupational materials available in the library and counseling office.					X	X	X
C. Occupational bulletin boards.					X	X	X
D. Invite representative occupations to speak.					X	X	X
E. Field trips.					X	X	X
IX. Consultant Services. The counselor and social worker may be available to supply consultant services to all persons that may include, among other services provided, the following:	At all levels when appropriate						
A. Placement - grouping children at their proper educational level.	X	X	X	X	X	X	X
B. Parent conferences.							
C. Pupil welfare - especially to those in great need.							
D. Enrollment of new pupils.							
E. Chronic attendance cases.							
F. Staff conferences.							
G. Curriculum modification.							
H. School community relations.							
I. Conducting in-service training.							
J. Providing professional resource material.							
K. Home visitations.							
X. In-service Training. The counselor shall help conduct in-service training programs that will assist teachers in making better utilization of guidance services. Such programs might include:	At all levels when appropriate.						
A. How to conduct parent conferences.	X	X	X	X	X	X	X
B. How to administer tests.							
C. How to interpret tests.							
D. When to refer.							
E. How to diagnose a problem.							
F. Use of confidential information.							
G. Use of test scores.							
H. How to construct tests.							

Guidance Activity	Suggested Level						
	K	1	2	3	4	5	6
I. How to write anecdotal records.							
J. Awareness of special health problems.							
XI. Research and follow-up.							
The counselor, social worker, and psychologist shall have responsibility for conducting research pertinent to the educational program. Examples of research that may be useful to the district might include:	At all levels when appropriate						
A. Establishment of district test norms.	X	X	X	X	X	X	X
B. Survey of referral agencies							
C. Identification and prevention of potential dropouts.					X	X	X
XII. Evaluation.							
The counselor and other district pupil personnel specialists should be responsible for evaluation of the guidance program and its effectiveness. Some of the following suggestions might be used:	At all levels when appropriate						
A. Questionnaires to:	X	X	X	X	X	X	X
1. Administrators.							
2. Teachers.							
3. Pupils.							
4. Parents.							
B. Pupil-counselor ratio (reduction of).							
C. Improvements in programming.							
1. Added services.							
2. Added counselors.							
3. Added facilities.							
D. Guidance activities calendar. <sup>52</sup>							

<sup>52</sup>Source of Guidance Activity chart form - "Guidance Services for Illinois Schools," Ray Page, Department of Guidance Services, (Springfield, Illinois, 1966), 17.

## CHAPTER V

### SUMMARY

The extent to which good guidance services and practices function will depend upon the point of view and attitudes of those individuals who plan, organize, and conduct guidance activities. Elementary school guidance services should be so designed as to help the child understand himself in relation to the continuously changing society in which he lives. No guidance program can be any stronger than the extent to which individual teachers and school guidance workers accept each child, accord him respect as an individual, and reflect warmth of feeling for him as a person.

If a comprehensive and well-planned elementary guidance program could be initiated in the district by the fall of 1967, perhaps many of the problems, both immediate and future, confronting the elementary, junior and senior high schools in the Wheeling area could be minimized. Such a program should include, among other things: (a) the establishment of a guidance committee composed of selected teachers, administrators, and specialists which would evaluate and recommend changes and/or revisions, if needed, regarding the current status of the districts' special services and personnel; (b) extension of the current school testing program; (c) creation of a worthwhile and

successful orientation program for all kindergarten and six grade students, as well as for all new incoming students in the remaining grades; (d) employment of an elementary school counselor for each school, who shall work as a member of a team of specialists in an effort to implement and maintain preventive measures through constructive guidance planning and practices; and (e) a planned procedure for evaluation of the guidance and instructional programs on a regular basis.

Considering optimum intellectual, social, psychological, and physical development of the child as the over-all goal for elementary guidance services in the Wheeling School District, the importance of the "team" effort should be emphasized for the districts' present child specialists. One approach to promote this "team" effort in guidance would be to give the districts' teachers, administrators, social workers, psychologists, and other pupil personnel workers a more comprehensive education in guidance at the elementary level. Perhaps through special in-service meetings, emphasis could be placed on the relationships between the various roles and responsibilities rather than on the differences between them.

A guidance program, if placed into practice in the elementary grades soon, could be in time to prevent many possible cases of maladjustment among the school children of Wheeling.

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APPENDIX I



State of Illinois  
Office of the Superintendent of Public Instruction  
Springfield 62706

1966-1967 — ILLINOIS PILOT ELEMENTARY GUIDANCE DEMONSTRATION CENTERS

COUNTY	COUNTY SUPERINTENDENT	COMMUNITY	DISTRICT NUMBER	SUPERINTENDENT	SCHOOL PHONE NUMBER	COUNSELOR	MAILING ADDRESS	COUNSELOR—EDUCATOR CONSULTANT	COUNSELOR—EDUCATOR PHONE NUMBER
Champaign	Ernest M. Harshbarger	Champaign	4	Dr. E. H. Mellon	217—352-7811	Miss Judith Cotter Guidance Consultant	703 South New Street Champaign, Illinois 61820	Dr. Gordon Poling University of Illinois	217—333-2550 217—333-0378
Cook	Noble J. Puffer	LaGrange Park	102	Dr. Paul M. Schilling	312—354-1082	Mrs. Janice Roggenkamp Elementary Guidance Coordinator Miss Karen Jensen Elementary Counselor Mr. Ronald Falbe Middle School Counselor	930 Barnsdale Road LaGrange Park, Illinois 60525	Dr. Frank Miller Northwestern University	312—492-3218
Cook	Noble J. Puffer	Riverdale	133	Mr. Newton W. Fink	312—841-2420	Miss Mary Steger Guidance Counselor	137th & Stewart Avenue Riverdale, Illinois 60627	Dr. Irma Halfter DePaul University	312—939-3525
Fayette	James F. Staff	Vandalia	203	Mr. G. V. Blythe	618—283-1395	Mr. Joseph Wilkins Elementary Counselor	Washington School Box 271 Vandalia, Illinois 62471	Dr. Donald Moler Eastern Illinois University	217—581-2021
Henry	Arthur L. White	Orion	223	Mr. Harlan Litchfield	309—526-3388	Mrs. Lois Baker Elementary Counselor	Orion, Illinois 61273	Dr. Mel Stebbins Bradley University	309—676-7611
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