

**REPORT OF THE**  
**JOINT SUBCOMMITTEE STUDYING THE FEASIBILITY**  
**OF REQUIRING DEVELOPMENTAL GUIDANCE AND COUNSELING**  
**IN THE PUBLIC ELEMENTARY SCHOOLS**  
**TO**  
**THE GOVERNOR**  
**AND**  
**THE GENERAL ASSEMBLY OF VIRGINIA**



**SENATE DOCUMENT NO. 26**

**COMMONWEALTH OF VIRGINIA**  
**RICHMOND, VIRGINIA**  
**1982**

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The Honorable Willard H. Douglas, Jr.  
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**Report of the  
Joint Subcommittee Studying the Feasibility  
Of Requiring Developmental Guidance and Counseling  
in the Public Elementary Schools  
To  
The Governor and the General Assembly of Virginia  
Richmond, Virginia  
January, 1982**

To: The Honorable Charles S. Robb, Governor of Virginia,  
and

The General Assembly of Virginia

During the 1981 Session of the General Assembly, Senate Joint Resolution No. 132 was introduced, which requested the establishment of a joint subcommittee to study the feasibility of requiring that developmental guidance and counseling be made available in all public elementary schools in the State. Though the bill failed to pass, the Joint Rules Committee agreed to permit the study during the interim. Senate Joint Resolution No. 132 is as follows:

**SENATE JOINT RESOLUTION NO. 132**

**Senate Amendments in [ ] - February 6, 1981**

*Requesting that the Education and Health Committee of the Senate and the Education Committee of the House of Delegates establish a joint subcommittee to study the feasibility of requiring that developmental guidance and counseling be made available to all elementary public school children.*

**Referred to the Committee on Rules**

**WHEREAS**, the elementary school of today is no longer protected and isolated from society's problems and concerns; rather, it has become a setting where the early symptoms of these problems are displayed; and

**WHEREAS**, elementary school children are, therefore, increasingly vulnerable to these external pressures as they attempt to acquire academic competencies, personal and social skills, and career awareness; and

**WHEREAS**, early symptoms of these pressures are underachievement, school disinterest, classroom disruption, and truancy, which result in acute societal and economic burdens; and

**WHEREAS**, without early and appropriate intervention, these pressures are manifested as juvenile delinquency, drug abuse, school vandalism, failure, and the loss to society of fully functioning and competent adults; and

**WHEREAS**, the expense of rehabilitation for these problems far exceeds the cost of preventive counseling programs; and

**WHEREAS**, students with special concerns, in particular low-achieving, handicapped, and gifted and talented students, have unique needs that can be facilitated by elementary school counselors; and

**WHEREAS**, in no other setting is the establishment of a foundation for self-discipline and positive mental health more critical. In elementary schools children absorb and adopt views related to human and societal values, attitudes toward self and work, and toward individuals from other cultures and ethnic origins; and

**WHEREAS**, positive learning environments for children require a comprehensive, coordinated

effort of the school, the home, and the community; and

WHEREAS, the elementary school counselor is a professional uniquely qualified to facilitate such cooperative efforts within an established guidance and counseling program; now, therefore be it

RESOLVED by the Senate, the House of Delegates concurring, That there is hereby established a joint subcommittee on elementary school counseling which shall consist of nine members: [ ~~four~~ three] from the Senate Education and Health Committee and [ ~~four~~ five] from the House Education Committee to be appointed by the chairmen of the respective committees, and one member to be designated by the Superintendent of Public Instruction.

The subcommittee shall study the feasibility of requiring that developmental guidance and counseling be made available to all children enrolled in grades kindergarten through sixth grade in the public schools. The subcommittee shall report its findings and recommendations by September thirty, nineteen hundred eighty-one.

The cost of conducting this study shall not exceed six thousand dollars.

Members of the joint subcommittee were: Senators A. Joe Canada, Jr. of Virginia Beach; Richard L. Saslaw of Annandale and Stanley C. Walker of Norfolk; and Delegates George P. Beard of Culpeper; Archibald A. Campbell of Wytheville; James A. Davis of Ferrum; and George W. Grayson of Williamsburg. Senator Stanley C. Walker served as chairman.

At the joint subcommittee's organizational meeting, it was determined that expert assistance would be required for the study. Therefore, a Citizen's Advisory Task Force, which was representative of various professional associations and other interested groups, was appointed. The members of the Citizen's Advisory Task Force were:

Dr. George M. Bright, Adolescent Medicine, Medical College of Virginia, Virginia Commonwealth University

Dr. Anna Dodson, Director of Research, Testing and Statistics, Norfolk Public Schools

The Honorable Willard H. Douglas, Jr., Chief Judge, Richmond City Juvenile and Domestic Relations Court

Dr. William Van Hoose, Chairman, Department of Counselor Education, University of Virginia

Mr. S. Roger Koontz, Elementary School Principal and Supervisor, Frederick County Board of Supervisors

The Honorable Gammiel Poindexter, Attorney for the Commonwealth of Virginia, Surry County

Mrs. Nanalou Sauder, Chairman, Rockbridge County Board of Supervisors

Mr. Gary A. Smith, Professor, Social Work and Welfare, James Madison University

Dr. Gaynelle Whitlock, Chairman, Department of Counselor Education, Virginia Commonwealth University

#### History of Guidance Counseling in the Public Elementary Schools in the Commonwealth

Guidance counseling in elementary schools has long been a reality in Virginia. For decades, elementary classroom teachers have attempted to perform certain guidance functions along with their instructional duties. Guidance in Virginia's public schools began in the early years of education in the State when teachers with a special interest in the development of their pupils devoted extra time and attention to those students exhibiting unusual needs. This "service of devotion" was informal and incidental and, at best, reached only a small segment of the student population. From this small service evolved an organized and comprehensive program of guidance services which is available to all students at the secondary level and to those in approximately 125 of the 1245 elementary schools.

During the early 1900's, the extent to which guidance services were developed in Virginia depended on the identification of individual and group needs as well as the ability and willingness of local school divisions to meet those needs. The resources and aspirations of the community and the training and enthusiasm of personnel within the school system have influenced the growth and effectiveness of guidance services.

In 1924, the State Board of Education published The Manual of Administration, the first publication to mention guidance in the public schools of Virginia. In this document, the Board stated that "guidance is as essential as are the more flexible programs of study; therefore, guidance in its

several phases may be accepted as an essential accompaniment to the successful development of the high schools."

The employment of the first full-time counselor in the State's public schools was in 1936. This counselor served a difficult dual role as "teacher-counselor," teaching for a part of the day, counseling during the remaining time, prior to full-time appointment as a counselor.

In May, 1939, the Board of Education, in cooperation with the National Youth Administration and the Virginia Employment Service, established the Richmond Consultation Service with branches at various locations throughout the State. Its primary purpose was to advise out-of-school youth and adults concerning vocational opportunities.

The title of this service was changed in 1947 to the State Consultation Service, and it was placed under the supervision of the Division of Secondary Education within the Department of Education. Its services were extended to provide supervisory assistance and consultation to secondary schools in planning programs of guidance service for students. Later, in 1951, this service developed a guidance handbook for use in the public schools and published Work and Training, a guidance bulletin, which was distributed to schools.

The following year, the State Consultation Service was discontinued and the responsibility for guidance services to schools was assumed by the guidance staff of the Department of Education. At that time, the guidance staff consisted of a supervisor and one assistant supervisor.

The elementary school guidance movement is a relatively new phenomenon. Sophisticated scientific and technological achievements of the Soviet Union prompted Congress to enact the National Defense Education Act (NDEA) in 1958. This Act gave impetus to the guidance movement in the United States. The NDEA of 1958 was amended in August, 1964 to include the training of elementary school counselors. Under Title V of the NDEA, an appropriation for improvement of guidance, counseling, and testing, was authorized. Part A of this Act provided assistance for improvement of guidance on the state and local levels, part B provided aid directly to institutions of higher education for improvement of counselor education.

While the amount of federal money in 1964 was much smaller than the sum being provided by the Commonwealth of Virginia and local governments, the addition of this assistance and the national publicity accelerated the opportunity for improvement and advancement of guidance in secondary schools of the Commonwealth. During that year, the Department's Guidance and Training Services and the Division of Elementary Education cooperated in designing and implementing five pilot programs in elementary school guidance in five selected school divisions in the State. Each pilot program was a three-year experiment. The final evaluation of this effort indicated a vital need to extend and develop the experimental programs into permanent programs of guidance services for all pupils in all elementary schools.

Qualifications for counselors were recommended by the Board of Education in 1958 and became in effective September of 1961. It had long been recognized that both professional training and certain personal qualities contribute to a counselor's effectiveness. This philosophy was implemented by assigning to selected teachers one or more periods per day for counseling and other guidance activities.

These teacher-counselors, as they were then called, improved their competencies by attending guidance institutes, workshops, or by taking leaves of absence for a year's study. Certain institutions of higher education received funds for NDEA Institutes which gave intensive instruction to counselors during the summers of 1960 and 1961. State-sponsored guidance institutes, which were made possible by an appropriation by the Virginia General Assembly in 1960, were planned and conducted by Guidance Services, Department of Education. Two of these institutes were conducted during the summer of 1960 at the College of William and Mary and at Virginia State University. The following year four such institutes were conducted at the College of William and Mary, Radford College, the University of Virginia, and Virginia State University. At present, nine state institutions of higher education - the University of Virginia, James Madison University, Virginia Commonwealth University, Old Dominion University, Virginia Polytechnic Institute and State University, Lynchburg College, the College of William and Mary, Radford College, and Virginia State University - offer graduate degree programs in counselor education. (1)

## Administration of Guidance Programs in the State's Public Schools

The Board of Education is granted statutory authority under § 22.1-19 of the Code of Virginia to accredit public elementary and secondary schools. Though there are no statutes which require the provision of guidance counseling in the public schools, qualified and professionally trained guidance counselors are required for all secondary schools as a prerequisite of accreditation. However, this requirement is not applicable to public elementary schools. The standard for accreditation concerning guidance counseling is as follows:

### **Guidance Staff**

Guidance counselors, who are qualified and professionally trained, shall be employed for secondary schools. Services of the school staff, home, and community agencies shall be utilized in the guidance program. At least one member of the guidance staff shall be employed for a minimum of 11 months per year in schools with 300 or more students.

A guidance counselor who is included in the student-counselor ratio shall meet the qualifications for guidance counselors established by the Board of Education.

The basic provision for guidance services shall be one period of guidance for every 70 students. A PERIOD OF GUIDANCE IS TO BE PROVIDED WHEN MORE THAN ONE-HALF OF THE GROUP OF 70 STUDENTS IS ENROLLED. (2)

The administration of the guidance program is the responsibility of the Guidance Services staff of the Department of Education.

At present, the staff of Guidance Services consists of one supervisor and four assistant supervisors. The State utilizes differentiated staffing with assistant supervisors for elementary, middle/junior high school, secondary and vocational/career guidance plus a generalist as supervisor. These staff members give leadership and services throughout the Commonwealth as they work with guidance personnel, teachers, school administrators and community agencies to improve guidance and instruction. The staff develops for distribution to guidance personnel materials such as Guidelines for Elementary School Counselors. The Guidelines for Employment, Counseling and Placement for Secondary School Students is distributed nationally and has been well received. Also developed and distributed periodically are other materials dealing with topics helpful to counselors and teachers in working with students.

### Problems Which Precipitated this Study

Today's children are growing up in a rapidly changing society. The lives of children as well as adults are profoundly affected by such societal problems as divorce, drug and alcohol abuse, changing roles and values, diversified family structures and personal abuse and neglect. These problems exert tremendous pressure on children, frequently impeding normal development and academic achievement. Early indications of such problems in children are: academic underachievement and failure, poor attendance, disruptive and destructive behavior, and negative attitudes towards self, others, school, work and society. Without appropriate, early intervention, these indicators later become manifested as juvenile delinquency, suicide, teenage pregnancy, drug and alcohol abuse, school vandalism and failure, and the loss to society of fully functioning and competent adults.

The school is the primary setting wherein children receive not only academic instruction, but also develop lasting attitudes and behaviors toward self, work and others. In no other setting is the establishment of a foundation for self-discipline and positive mental health more critical than in the elementary school. Positive learning environments for children require a comprehensive coordinated effort of the school, the home, and the community. Therefore, the schools' curricula must include organized programs for the social and emotional development of children in addition to their academic development.

Developmental guidance and counseling is preventive as well as remedial. It is primarily concerned with fostering human potential and preventing difficulties rather than dealing with strictly remedial or problem-centered services. This type of counseling attempts to help all children meet their developmental needs and successfully master their developmental tasks. It also seeks to ease the children's transition through developmental stages and/or critical periods. Its goals are the development of coping and mastery behaviors which will lead to control over the environment. (3)

The developmental guidance counselor focuses upon helping children to acquire competency in academic learning and assisting them to develop the personal skills and understanding necessary to succeed now and to progress to the next stage of living. Emphasis is upon the early identification of children's problems, the provision of appropriate means to prevent these problems from becoming overwhelming, and supporting the collaborative effort of counselors, parents, teachers, administrators, and other school personnel to assist children in obtaining maximum benefit from education.

The following objectives of the elementary guidance and counseling program are related directly to the developmental needs of children:

1. Assist in developing academic skills and competencies.
2. Understand self, i.e., feelings, modes of behavior, interests, strengths, values, weaknesses, likes and dislikes, and develop positive realistic self-concepts.
3. Understand others and learn effective modes of interacting and communicating for the establishment of positive relationships.
4. Acquire effective problem-solving, decision making, and coping and mastery skills.
5. Become self-directed and responsible for their own behavior.
6. Develop understanding of and positive attitudes toward school, the community and society.
7. Acquire positive attitudes toward learning and effective study skills to maximize intellectual development.
8. Develop an understanding of the world of work, feelings of competency, of self as a worker, and positive attitudes toward work.

To achieve these objectives, elementary school counselors:

1. Provide individual and group services to children.
2. Work cooperatively with school personnel to foster more effective learning climates for children.
3. Assist parents to acquire understanding of children, positive attitudes, techniques and strategies essential for constructive childrearing.
4. Provide teachers, administrators, pupil personnel workers, and others in the educational and community settings information, strategies and approaches for maximizing the total development of the child.
5. Assist parents and children to obtain and benefit from needed special school and/or community services.
6. Promote closer school-home relationships through improved communication with parents.

### **Discussion of the Recommendations**

The joint subcommittee held four public hearings, one each in Richmond, Norfolk, Lynchburg and Fairfax. Each public hearing was heavily attended. The testimony heard was overwhelmingly in favor of establishing elementary guidance and counseling programs in all public elementary schools. Proponents' comments and the comments of those who oppose such a requirement are included in the summaries of the public hearings which are appended. (Appendix D)

After careful consideration of data and the testimony received, the joint subcommittee concluded that the priorities of public education should be revised as follows:

1. Shift the emphasis on remediation at the secondary level to efforts for prevention and early

intervention at the elementary level.

2. Reallocate pupil personnel services and resources in a manner to provide equalization of such services between the elementary and secondary levels.

3. Revise accreditation standards for elementary schools to allow local school divisions the option of providing guidance and counseling programs within existing resources for grades K-12.

4. Maintain vigilance to ascertain the proper time in the future for requiring through the Standards of Quality that all school divisions provide guidance and counseling services for grades K-12.

### **Recommendations of the Joint Subcommittee**

The joint subcommittee recommends that:

1. The Commonwealth provide incentives to encourage growth of developmental guidance and counseling programs within the school division.

2. The Board of Education encourage school divisions to develop a vehicle to provide developmental guidance and counseling in the elementary schools.

3. School divisions have no less than one elementary school guidance counselor to provide a developmental guidance and counseling program for an appropriate ratio of students.

4. Local school divisions utilize the available in-service programs, including the teacher center, to train administrative and instructional personnel in the principles and techniques of group developmental guidance and counseling.

5. Local school divisions utilize the staffs of state colleges and universities with expertise in this area as resource persons to help school divisions develop quality elementary school guidance and counseling programs.

6. The Department of Education provide assistance to local school divisions in following appropriate guidelines established by the Board of Education for guidance and counseling programs.

7. The Accreditation Standards for elementary schools be revised to allow local school divisions the option of providing guidance and counseling programs with existing resources for grades K-12.

8. The Board of Education equalize the distribution of pupil personnel services and resources throughout the elementary and secondary grades.

9. The Joint Subcommittee reconvene each year of the biennium for no more than one meeting each year to consider the status and needs of elementary guidance and counseling programs in the Commonwealth, and submit its findings and recommendations to the Governor and the General Assembly.

### **Conclusion**

The joint subcommittee believes that while the developmental guidance and counseling program is not a panacea, it is an effective way of helping children to become constructive, contributing members of society. No single approach will eliminate the many problems of children cited previously in this report. However, the developmental guidance and counseling program is one means to reduce such problems. The Joint Subcommittee believes that developmental guidance and counseling would be cost effective in as much as prevention is less costly than remediation. It was determined by the Joint Subcommittee that legislation mandating guidance and counseling programs would not be feasible at this time because of current fiscal constraints. However, resolutions expressing the sense of the General Assembly that such programs are needed and are essential for the education of children and that the development of these programs should be encouraged have been prepared and are appended to this report.



**The joint subcommittee appreciates the contributions of all persons who testified before it. It is especially grateful for the assistance of the Citizen's Advisory Task Force. Further, the Joint Subcommittee commends the Department of Education for its assistance and cooperation.**

**Respectfully submitted,**

**Stanley C. Walker, Chairman**

**George W. Grayson, Vice-Chairman**

**George P. Beard, Jr.**

**Archibald A. Campbell**

**A. Joe Canada, Jr.**

**James A. Davis**

**Richard L. Saslaw**

## FOOTNOTES

1. Virginia. A Brief History of the Development of Guidance. (Virginia: Department of Education), undated.
2. Virginia. Standards for Accrediting Schools in Virginia. (Virginia: Department of Education), p.25.
3. Blocher, D. Developmental Counseling (New York: Ronald Press, 1974).

**APPENDIX A**

**Proposed Legislation**

**1982 REGULAR SESSION  
ENGROSSED**

**SENATE JOINT RESOLUTION NO. 66**

Senate Amendments in [ ] - February 19, 1982

*Expressing the sense of the General Assembly concerning elementary developmental guidance and counseling programs.*

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Patron--Walker  
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Referred to the Committee on Rules

WHEREAS, the Joint Rules Committee approved the creation of a joint subcommittee of the Senate Education and Health Committee and the House Education Committee to study the feasibility of requiring developmental guidance and counseling programs in the state's public elementary schools; and

WHEREAS, the joint subcommittee determined that many elementary school children are overwhelmed by unresolvable social and emotional problems; and

WHEREAS, these problems will become more severe without early and appropriate intervention and remediation; and

WHEREAS, early identification of such problems in children would make remediation more effective; and

WHEREAS, to address this problem, the joint subcommittee adopted the following recommendations:

1. The Commonwealth should provide incentives to encourage growth of developmental guidance and counseling programs within the school divisions.

2. The Board of Education is requested to encourage school divisions to develop a vehicle to provide developmental guidance and counseling in the elementary schools;

3. School divisions should have no less than one elementary school guidance counselor to provide a developmental guidance and counseling program for an appropriate ratio of students.

4. Local school divisions are requested to provide in-service workshops for all elementary administrative and instructional personnel in order that they might receive some preparation in the principles and techniques of developmental classroom group guidance.

5. Local school divisions are requested to utilize the in-service program, including the teacher centers, to train administrative and instructional personnel to provide developmental classroom group guidance lessons.

6. Local school divisions are requested to utilize the staffs of Virginia colleges and universities with expertise in this area as resource persons to help school divisions develop quality elementary school guidance and counseling programs.

7. The Department of Education is requested to provide assistance to local school divisions in following appropriate guidelines established by the Board of Education pertaining to guidance and counseling programs.

8. The Accreditation Standards for Elementary Schools should be revised to allow local school divisions the option of providing guidance and counseling programs within existing resources for [ grades kindergarten through twelve elementary schools] .

1 9. The Board of Education is requested to equalize the distribution of pupil personnel  
2 services and resources throughout the elementary and secondary grades.

3 10. The Joint Subcommittee should reconvene each year of the biennium for no more  
4 than one meeting to consider the status and needs of elementary guidance and counseling  
5 programs in the Commonwealth, and submit its findings and recommendations to the  
6 Governor and the 1983 and 1984 Sessions of the General Assembly; now, therefore, be it

7 RESOLVED by the Senate, the House of Delegates concurring, That the General  
8 Assembly hereby reaffirms its [ ~~commitment to~~ interest in providing for] quality  
9 developmental guidance and counseling programs for [ ~~grades kindergarten through twelve,~~  
10 ~~with the emphasis on prevention at the elementary level~~ elementary schools] ; and, be it

11 RESOLVED FURTHER, That the Board of Education is requested to consider seriously  
12 the implementation of the foregoing recommendations.

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# 1982 REGULAR SESSION

LD4108137

## SENATE JOINT RESOLUTION NO. 69

Offered February 1, 1982

*Authorizing the Joint Subcommittee Studying Developmental Guidance and Counseling to reconvene to consider the status and needs of elementary guidance and counseling programs in the Commonwealth.*

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Patron—Walker

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Referred to the Committee on Rules

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WHEREAS, the Joint Rules Committee approved the study of the feasibility of requiring developmental guidance and counseling programs in the State's public elementary schools; and

WHEREAS, the Joint Subcommittee appointed to conduct the study found that young children are beset by many societal problems, and oftentimes are victimized by traumatic experiences; and

WHEREAS, the response of these children, to their environments and problems often creates severe problems for them and society; and

WHEREAS, the very existence of this legislative study has served as the impetus to the commitment of educators and other professionals and parents to seek to improve services to these children; and

WHEREAS, many of the Joint Subcommittee's recommendations contained in its report to the Governor and the 1982 General Assembly to improve guidance and counseling services to elementary school children involve changes in administrative policies, require closer collaboration and cooperation between professional associations, teachers and the Department of Education than presently exist and call for continued oversight by the General Assembly; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the Joint Subcommittee Studying Developmental Guidance and Counseling is authorized to reconvene each year of the biennium for no more than one meeting each year to consider the status and needs of elementary guidance and counseling programs in the Commonwealth.

The Joint Subcommittee shall submit its findings and recommendations to the Governor and the 1983 and 1984 Sessions of the General Assembly.

The cost of the reconvening of the Joint Subcommittee shall not exceed \$3,600.

**1982 REGULAR SESSION  
ENGROSSED**

**SENATE JOINT RESOLUTION NO. 70**

Senate Amendments in [ ] - February 19, 1982

*Requesting the Board of Education to re-prioritize guidance and counseling services and reallocate resources between the elementary and secondary levels.*

—————  
Patron—Walker  
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Referred to the Committee on Rules  
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WHEREAS, the Joint Rules Committee approved the study of the feasibility of requiring developmental guidance and counseling programs in the State's public elementary schools; and

WHEREAS, the joint subcommittee appointed to conduct the study found that many children are confronted with adult problems and traumatic experiences long before they develop appropriate coping skills and attitudes; and

WHEREAS, without early and appropriate intervention, these problems are manifested in negative attitudes towards self, school, family and society, and in destructive and other costly socially unacceptable behavior; and

WHEREAS, traditionally, emphasis has been on guidance and counseling at the secondary level, which concentrate on career preparation and remediation of problems; and

WHEREAS, the joint subcommittee determined that the provision of guidance and counseling programs at the elementary level would lessen the problems of young children before they become so complex that remediation would be lengthy or impossible; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That [ ~~the priorities of public education should be revised as follows~~ consideration should be given to revising the priorities of education in the following manner] :

1. Shift the emphasis on remediation at the secondary level to prevention and early intervention at the elementary level.

2. Re-allocate pupil personnel services and resources in a manner to provide equalization of such services between elementary and secondary levels.

3. Revise Accreditation Standards for Elementary Schools to allow local school divisions the option of providing guidance and counseling programs within existing resources for [ ~~grades kindergarten through twelve elementary schools~~ ] .

4. Maintain vigilance to ascertain the proper time in the future for requiring, through the Standards of Quality, that all school divisions provide guidance and counseling services for [ ~~grades kindergarten through twelve elementary schools~~ ] ; and, be it

RESOLVED FURTHER, That the Board of Education is requested to seriously consider revising the priorities of public education as provided herein.

## **APPENDIX B**

### **COMPLETE SPECIFIC COURSE REQUIREMENT**

#### **FOR GUIDANCE CERTIFICATION ENDORSEMENT**

The State Board of Education endorses Elementary and/or Secondary School Guidance Counselors. SPECIFIC REQUIREMENTS for counselor endorsement are listed below.

##### **Secondary School Counselor**

The applicant (1) shall hold a master's degree; (2) shall have a minimum of one successful academic year of full-time experience in a professional school position; (3) shall have completed 21 semester hours of graduate credit including a course in each of the following seven areas:

- (a) Philosophy and principles underlying guidance and other pupil personnel services
- (b) Counseling theory and practice
- (c) Educational and psychological measurement—individual appraisal
- (d) Personal, social, educational, and career development, including the use of vocational and educational information
- (e) Understanding the individual—the nature and range of human characteristics
- (f) Group processes
- (g) Supervised experience discharging the duties of a counselor.

NOTE: Applicants for endorsement who hold a valid certificate and who submit evidence of one academic year of successful, full-time experience as a guidance counselor at the appropriate level may substitute another appropriate graduate course for the supervised experience.

##### **Elementary School Counselor**

The applicant shall meet requirements stated in Items (1), (2), and (3) above; shall have completed a graduate course in Elementary School Guidance; and shall have satisfied Items (2) and (3)-(g) with elementary school age children.

The following standards pertain to advanced college programs preparing guidance counselors. (Condensed from Standards for Approval of Teacher Preparation Programs in Virginia, State Department of Education, December, 1973.)

STANDARD I: The program shall constitute at minimum the equivalent of one full-time year of study on the graduate level.

STANDARD II: There shall be evidence that careful screening is employed to assure that only persons of integrity, having the potential for developing effective relationships with youth, teachers, administrators and parents, are accepted as candidates.

STANDARD III: The program shall include study of the philosophy, organization, and professional activities related to the practice of school counseling.

STANDARD IV: The program shall assure that the prospective school counselor has had adequate full-time background experience with pupils and teachers of the appropriate grade levels.

STANDARD V: The program shall provide an understanding of the individual, including the dynamics of human behavior.

STANDARD VI: The program shall extend the student's understanding of basic educational philosophies and school curriculum patterns.

STANDARD VII: The program shall include a study of societal forces and cultural changes and shall include study of the socio-economic, ethnic, and racial groups.

STANDARD VIII: The program shall provide for competence in specified areas.

STANDARD IX: The program shall provide supervised laboratory and practicum experience.

STANDARD X: The program shall provide separate and distinct experience for preparation of elementary and secondary counselors.

NOTE: The above requirements apply *only* to required certification and endorsement for school counselors. For counseling certification other than in a school situation, contact the Department of Professional and Occupational Regulation, Richmond, Virginia 23202.



*Source:*

**Certificate Endorsements, Requirements and Procedures for Guidance Counselors.  
Elementary and/or Secondary for Virginia Schools  
Guidance Services  
Division of Instruction  
Department of Education**

## APPENDIX C

### DID YOU KNOW:

- One million youths run away from home each year.
- Two out of every three deaths in the 5-18 group are death by violence.
- The suicide rate for 15-19 year olds has tripled in less than 20 years.
- One out of nine American youths will be arrested and in court before age 18.
- Since 1975, the majority of America's school children were from homes where both parents, or the only parent worked during the day.
- The typical American pre-schooler spends 50 hours a week watching T.V.
- Twenty million American children live with an alcoholic parent.
- One million school days a year are lost by teenage girls because of venereal disease.
- One million teenage girls become pregnant each year.
- In 1976, one million marriages ended in divorce and many were accompanied by a new phenomenon, neither parent wanted custody of the children.
- Arrest for prostitution is up 286 percent.
- Arrest for trafficking and using drugs is up 4,600 percent.
- One out of every six American youths now lives in a single parent home.
- Arrest for lesser crimes is up 200 percent.
- Arrest of children under 18 for murder, assault, rape and robbery is up 200 percent in 15 years.
- In the state of Maryland, 6,000 parents went to court in 1976 to give up responsibility for a teenage child.
- It is estimated two million children are battered.
- 200,000 children are killed each year, mostly in their homes.
- One out of every 10 or 350,000 live births in 1976 were to unmarried mothers.

### Source:

Journal Herald, (Dayton, Ohio), August 7, 1978.

**APPENDIX D**

**Summaries of the Public Hearings**

SUMMARY  
PUBLIC HEARING  
JOINT SUBCOMMITTEE STUDYING FEASIBILITY  
OF REQUIRING GUIDANCE COUNSELORS  
IN ELEMENTARY SCHOOLS  
SENATE ROOM B, GENERAL ASSEMBLY BUILDING  
SEPTEMBER 22, 1981

Present:

Stanley C. Walker  
George P. Beard, Jr.  
  
Judge Willard H. Douglas, Jr.  
Dr. William Van Hoose  
Mr. Gary A. Smith  
Dr. Gaynelle Whitlock

Absent:

George W. Grayson  
A. Joe Canada, Jr.  
Archibald A. Campbell  
James A. Davis  
Richard L. Saslaw  
  
Dr. George M. Bright, M.D.  
Dr. Anna G. Dodson  
Mr. S. Roger Koontz

Staff:

Norma E. Szakal, Staff Attorney  
Brenda H. Edwards, Research Associate

The meeting was called to order by the chairman, Senator Stanley C. Walker, who introduced the members of the joint subcommittee and the Citizen's Advisory Task Force. The chairman explained that the joint subcommittee had been given the responsibility of conducting a study to determine the feasibility of requiring guidance counselors in all public elementary schools in the State. He stated that many people feel there is a need for developmental counseling programs as the problems within the schools continue to grow more severe. The joint subcommittee will determine if such developmental guidance programs should be implemented in Virginia, and if such programs would be good financial and humanitarian investments. He cautioned the public against the hope that such programs would be a complete cure for the problems of children. Further, he noted the difficult financial situation currently facing the State.

The following persons, who advocated developmental guidance and counseling in the public elementary schools, addressed the joint subcommittee:

Mr. John William Jordan, III, Principal  
William Fox Elementary School  
Richmond, Virginia

Mr. Jordan, representing the president of the P.T.A. of William Fox Elementary School, stated that he does not have as many or as severe discipline problems today as he had twenty-two years ago. He attributed this improvement to the work of the guidance counselor at his school. He commented further that the guidance counselor is not expected to be responsible for disciplining, but the counselor is expected to handle the preventive aspects of discipline. Ultimately, this procedure will save money in his opinion.

Dr. Mary Ellen Mercer, President  
P.T.A., Robert E. Lee Elementary School  
Richmond, Virginia

Dr. Mercer said that tight money and budget cuts may make the elementary school counselor look like a frill. However, there are still various kinds of discipline problems and emotional obstacles that hinder teachers and students from attacking the basics. Dr. Mercer stated that a teacher can't teach if she has to spend too much of her energy dealing with the children's emotional needs and students can't learn if they feel inadequate and defeated. Elementary school counselors can lay some very important groundwork that is psychologically analogous to the fundamentals of reading and arithmetic, she said. Dr. Mercer also described her positive experience in working with an elementary school counselor to facilitate her daughter's adjustment to first grade. She concluded that the need for elementary school counselors is not an abdication of parental responsibility, but rather a sharing of responsibility which is both necessary and justifiable.

Mrs. Merdis Miller, Secretary  
P.T.A., Maymont Elementary School  
Richmond, Virginia

Mrs. Miller expressed her support of elementary guidance counselors in the public schools and discussed some of the responsibilities of counselors. She said counseling is the key activity of the guidance program since it provides direct assistance to children, focusing upon helping them utilize their unique capacities to become self-directed. She urged full funding for guidance counselors in all public elementary schools.

A. Edward Ooghe, Principal  
Ginter Park Elementary School  
Richmond, Virginia

Mr. Ooghe indicated that perhaps the most important job in the schools today, after the teacher and the principal, is the school guidance counselor. In most elementary schools, he said, the guidance counselor is responsible for the extensive state and local testing program, all student records, the coordination of the pupil personnel services team and other agencies interfacing the school community, leadership in many student extra-curricular activities, staff development, home visits, special stimulation to the gifted and talented, student referral for special education, services to the disadvantaged and much more. He felt the role of the elementary school guidance counselor can be described as "preventive medicine." He urged the joint subcommittee to recommend requiring guidance counselors in all public elementary schools.

Mrs. Nancy Taylor, President  
Hanover County Council of PTAs  
Mechanicsville, Virginia

Mrs. Taylor represented the Hanover County Council of PTAs which supports the passage of legislation to require guidance counselors in the public elementary schools and full funding of such positions. She also submitted letters of support from the following individuals which have been incorporated in the record:

- The Reverend Fred R. Skaggs  
Pastor, Walnut Grove Baptist Church  
Mechanicsville, Virginia
- Mrs. Anne M. Ketner  
Member, Hanover County School Board  
Mechanicsville, Virginia
- Mr. David A. Hughes  
Minister of Music and Education  
Walnut Grove Baptist Church  
Mechanicsville, Virginia
- Mrs. Sue Forbes Watson  
Member, Hanover School Board  
Ashland, Virginia

- Nina Kilian Peace  
Attorney at Law  
Ashland, Virginia
  
- The Reverend James W. Ellis  
Pastor, First Baptist Church  
Ashland, Virginia

Ms. Betty Marsh  
Guidance Counselor  
Providence Middle School  
Chesterfield County Public Schools

Ms. Marsh concurred with the comments of those persons who preceded her. She added that preventing problems is easier and more economical than subsequent remediation or modification. Ms. Marsh felt that the school has to play a major role in stemming the tide of juvenile delinquency. Ms. Marsh, having been an elementary school teacher, indicated that there is a great need for counselors specifically trained to work with elementary children, their teachers, their parents and others. Guidance focusing on the learner as a person, must be a fundamental part of elementary education, she concluded.

Mrs. Diana Presson  
Representing Dr. George M. Bright, M.D.  
Medical Director, Richmond Health Center  
Richmond, Virginia

Mrs. Presson read into the record a letter from Dr. George M. Bright, Medical Director of the Richmond Health Center. He urged the subcommittee to recommend guidance counselors in all elementary schools in the State as the early developmental years are critical years in the lives of children; therefore, children need, and are entitled to have, counselors readily available in schools when making decisions as well as for advice.

Mrs. Henrietta Taspinar  
Parent  
Richmond, Virginia

Mrs. Taspinar related her experience as a parent with the guidance counselor at her daughter's elementary school. She commented that had it not been for the guidance counselor, her daughter might not have been identified as gifted.

Dr. Joyce Whitaker, M.D.  
Pediatrician  
Richmond, Virginia

Dr. Whitaker submitted a letter which cited the need for elementary guidance counselors and the results of research studies which indicate

significiant positive effects of elementary guidance and counseling programs upon children's academic achievement, behavior, attitudes toward school, self-esteem, peer relationships, and parental attitudes and support.

Mr. Leroy McAllister  
Vice Chairman, Board of Supervisors  
of King William County and  
Member, Executive Board of the  
Virginia Association of Counties

Mr. McAllister conveyed the support of the Virginia Association of Counties for guidance counselors in all elementary schools. He stated the early years, more than anywhere else in the educational process, professional guidance is necessary for positive development and growth into responsible citizenship. The counselor is in the unique position to develop a rapport with the young child to bring his fears, concerns and problems into clear focus for the child, so that he can explore, expel, eradicate or minimize them in an acceptable manner and move on to live a productive life, he said in conclusion.

Mrs. Barbara Burton  
Parent  
Richmond, Virginia

Mrs. Burton shared her experience as a parent with the elementary guidance counselor at Mary Munford Elementary School in Richmond. She credited the work of the guidance counselors in the diagnosis of her child's learning disability. She said the counselor served as the child's advocate within the system. Mrs. Burton believes that the role of the counselor is useful and is essential to the provision of quality education.

Mrs. Patricia Mahone  
Principal  
Apple Grove-Shelfan Elementary Complex  
Louisa County Schools

Mrs. Mahone presented the postion of Louisa County Schools and the Delta Kappa Gamma Society International. Delta Kappa Gamma has adopted as a legislative priority the passage of legislation to make developmental guidance and counseling programs available to all elementary children. She claimed there is a need for someone to assist children with their problems at home and at school. Mrs. Mahone also said some children face traumatic problems which make them unable to concentrate on learning. Most children are spared traumatic problems, but they do face the normal problems of living and growing that can be self-defeating and hostility-building, in her opinion. Therefore, she said it is too late to wait until children reach high school to provide the specialized services of a school counselor. She then said that teachers are inadequately trained to provide such services and often find themselves torn between the need to help one and the responsibility to the entire group. Mrs. Mahone concluded her statement by saying there is an urgent need for guidance counselors in the elementary schools and the provision of such professionals in the elementary schools would be a good investment.



Mrs. Mahone also submitted letters in support of developmental guidance and counseling programs in the public elementary schools

- The Honorable Stephen C. Harris  
Attorney for the Commonwealth  
County of Louisa  
Louisa, Virginia
- Mr. David L. Andes  
Superintendent  
Louisa County Public Schools  
Mineral, Virginia
- Mr. Elmo J. Vogt  
Director of Instruction  
Louisa County Public Schools  
Mineral, Virginia

Next, the chairman recognized Dr. S. John Davis, Superintendent of Public Instruction and requested the Department of Education's assistance and cooperation with the joint subcommittee in the conduct of the study.

There being no further business, the public hearing was adjourned.

SUMMARY  
PUBLIC HEARING  
DEVELOPMENTAL GUIDANCE AND COUNSELING PROGRAMS  
NORFOLK CITY HALL CHAMBERS  
NORFOLK, VIRGINIA  
OCTOBER 1, 1981

Members Present:

Senator Stanley C. Walker  
Dr. Anna Dodson  
The Honorable Willard H. Douglas, Jr.  
Dr. Gaynelle Whitlock

Members Absent:

Delegate George W. Grayson  
Senator A. Joe Canada, Jr.  
Delegate George P. Beard, Jr.  
Delegate Archibald A. Campbell  
Delegate James A. Davis  
Senator Richard L. Saslaw  
Dr. George M. Bright  
Dr. William Van Hoose  
Mr. S. Roger Koontz  
The Honorable Gammiel Poindexter  
Mrs. Nanalou W. Sauder  
Mr. Gary A. Smith

Staff:

Norma E. Szakal, Staff Attorney  
Brenda H. Edwards, Research Associate

The public hearing was called to order by the Chairman, Senator Stanley C. Walker. He stated that this was the second in a series of four public hearings throughout the State to ascertain the public's views on requiring developmental guidance and counseling programs in all public elementary schools as such early intervention programs are alleged to prevent the development of many problems. The problem of youth in trouble has continued to grow, costing the State an estimated \$35 million each year. It should be noted that this cost does not include costs to local law-enforcement agencies or school divisions. Senator Walker explained that during the course of the study, the joint subcommittee plans to determine the cost of developmental guidance and counseling programs, the strengths and weaknesses of such programs, and to review the guidance and counseling programs already in place in Virginia and other states.

The following persons addressed the joint subcommittee:

Thomas Kellens  
Penninsula Personnel and  
Guidance Association

Dorothy Price  
School Social Worker  
Newport News Public Schools

Sam W. Ray, Jr., representing  
Norfolk Public Schools and the Virginia  
Association of School Administrators  
Deputy Superintendent  
Norfolk Public Schools

Bonita Clare Bill  
Principal. Ghent Elementary School  
Norfolk, Virginia

Anna Wortham  
Director, Psycheducational Services  
Community Mental Health Center  
and Psychiatric Institute  
Norfolk, Virginia

Bonnie Youngberg  
Director of Staff Development  
Community Mental Health Center  
and Psychiatric Institute  
Norfolk, Virginia

Susan K. Eilberg  
Doctoral Candidate  
Urban Services  
Old Dominion University  
Norfolk, Virginia

Andrea M. Hunt  
Concerned Parent  
Norfolk, Virginia

Doris Ennis  
Hampton Public Schools  
Hampton, Virginia

Elizabeth Smith, representing  
Diana Capps  
President, Norfolk Council of Arts  
Norfolk, Virginia

Carolyn Strothers  
Norfolk, Virginia

Marcella F. Whitson  
President, Hampton Roads Personnel  
and Guidance Association (HRPGA)  
Virginia Beach, Virginia

Barbara Rayfield  
Elementary Principal  
Norfolk Public Schools  
Norfolk, Virginia

Marian S. Briley  
Assistant Principal  
Larchmont Elementary School  
Norfolk, Virginia

Linda Spencer  
Concerned Parent  
Norfolk, Virginia

Joel R. Wagner  
Assistant Principal  
Madison Secondary School  
Norfolk, Virginia

Raymond L. Murray  
Principal  
Ballentine School  
Norfolk, Virginia

Josephine Grubbs  
President, PTSA  
Lake Taylor Junior High School  
Norfolk, Virginia

David Shirk  
Guidance Counselor  
Ruffner Junior High School  
Norfolk, Virginia

Ethel E. Crites  
Counselor Advocate  
Norfolk Adolescent Pregnancy  
Prevention and Services Project (NAPPS)  
Norfolk, Virginia

Susan K. Wilson  
Lighthouse Runaway Hotline, Coordinator  
Virginia Beach Juvenile and Domestic  
Relations Court Service Unit  
Virginia Beach, Virginia

Barbara Howard  
Director of Occupational Therapy  
Tidewater Rehabilitation Institute  
Norfolk, Virginia

Leverett L. Trump  
Principal  
Ocean View Elementary School  
Norfolk, Virginia

Dr. Pamela C. Kloeppe  
Director, Guidance  
Norfolk Public Schools  
Norfolk, Virginia

Virginia Van de Water  
Social Psychologist  
King's Daughters Hospital  
Norfolk, Virginia

Beverly H. Bullock  
Social Service Director  
Children's Hospital of the  
King's Daughters  
Norfolk, Virginia

Carolyn M. Strickland  
Executive Director  
Tidewater Association of Retarded Citizens  
Norfolk, Virginia

Anne F. Smith  
Counselor  
Willard Elementary School  
Norfolk, Virginia

Llew Roberts  
Nurse Educator  
Norfolk, Virginia

Charles W. Clay  
Former Elementary Principal  
Norfolk, Virginia

Significant points stressed in the commentary at this public hearing were:

- Many high school counselors are concerned that children lack a framework for making good choices.
- Children need a good self-concept to succeed in school, and competent professionals are needed to help foster the development of a positive self-image.
- Research indicates that the two best predictors of all forms of adult maladjustment were poor peer relationships in the first three years of schooling and anti-social

behavior in the second three years of schooling; therefore, it is suggested that the development of a positive image during these critical periods will more effectively prevent adult maladjustment than subsequent remedial help at later ages.

- An elementary counselor provides services that aim at reducing adolescent maladjustment such as delinquency, dropout rates, crime and drug abuse by preventing the problem before it arises and/or by identifying it before it is so complex that remediation would be lengthy or impossible.
- There are four reasons for having elementary school counselors:
  - (1) all children in the process of growing up face normal developmental problems. How they are able to deal with these experiences in their daily living influences how they see themselves and others;
  - (2) Many children encounter crisis situations which are difficult to handle alone. Frequently those problems escalate;
  - (3) Regardless of how big or how small the problem may be, a troubled child is a poor learner;
  - (4) The way children are able to manage their daily lives dictates their future living-goals,
- Research shows that students seen five or more times by elementary school counselors showed significant improvement in their grades over the previous academic year. In addition, a statistically significant increase in their self-concept was found.
- In a study conducted in Virginia to assess the need for elementary school counselors, 80% of the elementary teachers questioned viewed elementary school counselors as essential for helping children experiencing developmental problems in learning, social, emotional, vocational, and physical development. They also saw the need for counselors to work with parents, teachers, schools and community resources.
- The Norfolk Public Schools support elementary guidance programs and full funding for such programs.
- The Virginia Association of School Administrators supports the concept of elementary guidance programs but believes that it should not be mandated or supported through a categorical grant. The program

should be incorporated in the state accreditation standards on an optional basis. The VASA also believes that local school divisions can best utilize the appropriate positions per 1000 students, and recommends that the funds be placed in basic aid.

- Many students are exposed to parents and friends who center their lives upon drugs or sexual permissiveness, or are neglected if not abused by adults. Many children are exposed to breaking of the law, hard core unemployment and physical violence. The home structure is often insecure. From these conditions come children whose lives are misguided; who aggressively use their fists to get what they want and protect what little they have; who expect handouts instead of shaping their lives to achieve; who basically don't understand that fighting, threatening, cursing and nastiness are trampling the rights of others. The greatest damage is caused by the fact that these children have such low self-concepts. They don't think that they are good at anything, or that they have anyone who really cares about them. Unfortunately, by the time many of them receive attention from a high school guidance counselor, it is already too late.
- Other than the family, school is the system that most strongly influences young children. The school plays a vital role in facilitating a child's development, his/her coping styles and adaptive mechanisms. Without elementary guidance counselors, however, the school's much needed influence, particularly with problem children, is severely restricted. As a result, the emotional problems of many children will remain often expressed in adolescence or adulthood as delinquency, serious crimes, welfare, and substance abuse. Guidance counselors offer an avenue for the early detection of children's emotional problems. This allows large numbers of children, from all social strata, to be identified and their problems dealt with before they become too critical or untreatable.
- Successful adolescents nearly always show success in the early grades.
- Values clarification is not to be understood as teaching morality or in any way violate or intrude into the rightful province of the home. Values clarification is a process which helps young children develop awareness of their feelings and needs so they can find socially appropriate ways of meeting them.

- In a time of serious budget constraints, we can make the mistake of being penny-wise and pound-foolish. The elementary guidance counselor can serve a function which will prevent the need for later, more expensive remedial programs.
- Far too many times a student is labeled a "behavior problem" when in fact it may be a misplaced student. A misplaced student is one who is capable of completing class assignments, requirements, and even extra work with ease but still finds time for mischief due to boredom, personal problems, or other reasons.
- The elementary guidance counselor should intervene before the label "behavior problem" is attached. The counselor should see the student before he is sent to the principal's office. The counselor should also be the link between child, parent, and school.
- Children's social and emotional development is just as important as academic development. Comprehensive and continuous full funding of elementary guidance counselor positions is a significant problem in the guidance programs. Most programs are federally funded and with the current budget cuts, its' very likely that the funds for these programs will be greatly reduced or deleted.
- Federally funded guidance and counseling programs often restrict eligibility to receive services to those students who qualify for Title I programs.
- According to established studies the average age for maladjusted behavior to appear is eight years for delinquents.
- How well boys and girls meet change (e.g. social, economic, political) depends not only on their skills but also on their attitudes and personal resources.
- The counselor is education's insurance that the individual will not be lost in the group. His purpose is to make sure that the student, teacher, and the parent understand the various phases of the individual's development and the impact of these phases in growth, adjustment, and the decision-making process.
- Data from the National Elementary Guidance Commission for 1977-78 indicates that Virginia ranked 35 among the states with a counselor/student ration of 1:3,169.
- The guidance counselor helps children become involved as active participants in solving their own problems.



- Negative attitudes and disruptive behavior patterns exist as early as the second and third grades. If these symptoms are not dealt with during early childhood, they simply grow and become more serious as the student tries to keep pace with his expected grade level. These factors influence the growth and stability of the child during the early years. A school counselor could have a profound effect upon children in their early developmental years by working with them to effect change in those areas.
- Some reasons for the "problem-child" are: poor self-esteem; lack of a positive adult role model to follow; poor social/human relation skills; no control over the environment in which they live; child abuse, and no coping skills.
- Many children have been so abused by their families, and had handicaps so neglected that they will never overcome the effects. In many cases these children have become so hostile that their chances of taking an acceptable position in our society are all but nonexistent.
- The ramifications of any type of abuse are cyclical in that abused children tend to later marry abused spouses who in turn abuse their own children.
- When a youth runs away, it is because he cannot deal with a problem or cannot see that there is an alternative to running away. Running away is a symptom of a greater problem.
- In 1980, in the cities of Norfolk and Virginia Beach, 2,300 youths were reported as runaways. The single most important reason for running away is parental conflict or family stress.
- Counselors are a vital link in assisting families who have a need for outside resources.
- Elementary guidance programs will not prevent or cure society's ills, but it would be one way to prevent little problems from becoming permanent patterns of self-destructive behavior.
- There is a disproportionately high rate of incarceration of the mentally retarded among the juvenile offenders in the Tidewater area. Research suggests that probably nine percent of the entire offender population of the nation is mentally retarded with I.Q.'s below 70. Estimates of mental retardation in the general population range from one to three percent. The Norfolk Mental Health Agency indicates that approximately 20% of their

mentally retarded and emotionally disturbed cases are offenders. This comparison indicates that the Tidewater area has a higher rate of incarceration of mentally retarded juvenile offenders than does the nation as a whole, and that a disproportionate number of mentally retarded juvenile offenders from Tidewater committed in Virginia State Correctional Facilities are black. Data also indicates that the Criminal Justice System lacks time and expertise to deal with the mentally retarded offender. Usually the child's handicap is not considered in the decisions made on his behalf by the Criminal Justice System. Within the system there are offenders who, while considered legally sane and competent to stand trial, are mentally retarded. Their intellectual functioning and social adaptability measure well below average, yet they are are adjudged to be legally responsible for their actions. If special efforts had been taken and their handicapping condition identified early, many such children might have been directed to activities suitable to their interests and abilities.

- Norfolk has an higher than national or state average incidence of adolescent pregnancy. Waiting until a tragedy occurs is not cost effective, especially when it involves another human being as in the outcome of an unwanted adolescent pregnancy. The implementation of guidance and counseling in the elementary school is an appropriate means for providing prevention, early identification and treatment.

Following the address of the last speaker, the Chairman, on behalf of the joint subcommittee and the task force, expressed appreciation for the interest, cooperation and assistance of those persons who testified.

There being no further business, the public hearing was adjourned.

Summary  
Public Hearing  
Joint Subcommittee Studying the  
Feasibility of Developmental Guidance  
and Counseling Programs in  
Public Elementary Schools  
Central Virginia Community College, Auditorium  
Lynchburg, Virginia  
October 12, 1981

Members Present

Del. George W. Grayson

Del. James A. Davis

Task Force

Dr. George M. Bright

Dr. William Van Hoose

Mrs. Nanalou Sauder

Guests

Sen. Elliot S. Schewel

Del. Franklin M. Slayton

Dr. Libbie Hoffman

Members Absent

Sen. Stanley C. Walker

Sen. A. Joe Canada, Jr.

Del. George P. Beard, Jr.

Del. Archibald A. Campbell

Sen. Richard L. Saslaw

Task Force

Dr. Anna Dodson

The Hon. Willard H. Douglas, Jr.

Mr. S. Roger Koontz

The Hon. Gammiel Poindexter

Mr. Gary A. Smith

Dr. Gaynelle Whitlock

Staff

Norma E. Szakal, Staff Attorney

Brenda H. Edwards, Research Associate

The public hearing was called to order by Vice-Chairman, Delegate George W. Grayson, who expressed the joint subcommittee's appreciation to representatives of Central Virginia Community College for the use of the college's facilities. Following the introduction of subcommittee members, the Citizens Advisory Task Force and staff, Delegate Grayson recognized Senator Elliot S. Schewel of Lynchburg and Delegate Franklin M. Slayton of South Boston.

Next, the following persons addressed the joint subcommittee:

Julian R. Moore

Assistant Superintendent for Student Services

Roanoke Public Schools

Mr. Moore voiced his support for a strong developmental guidance and counseling program for all of Virginia's public schools and full funding of such programs.

Edward Boley

Supervisor of Guidance

Roanoke Public Schools

Representing Mrs. Rita Gliniecki

President, Mental Health Association of Roanoke Valley

In a statement read on behalf of Mrs. Gliniecki by Mr. Boley, the Mental Health Association of Roanoke Valley

strongly urged the passage of legislation to require guidance counselors in all public elementary schools, and full funding for such positions. Implementation of these programs is consistent with the association's promotion of mental health of school children, the prevention and early diagnosis of potential problems, and support to children in stressful life situations.

Yvonne T. Ferguson  
Guidance Director  
Sandusky Middle School  
Lynchburg, VA

Mrs. Ferguson stated that reform of educational problems must be made first at the elementary school level. Counselors can be instrumental in bringing about this reform. She also encouraged the subcommittee to recommend full funding should it recommend guidance and counseling programs in all elementary schools.

Dr. Janet Wilkinson  
Coordinator of Counseling Services  
Central Virginia Community College  
Lynchburg, VA

Dr. Wilkinson addressed the joint subcommittee on behalf of Delta Kappa Gamma and the Lynchburg Area Counselors Association. These organizations believe that a strong developmental elementary guidance and counseling program should be available in all parts of Virginia. She explained that in her profession, she was in contact with adult students on a regular basis who have had traumatic

experiences or have problems which should have been identified early in their lives and appropriate intervention provided. Dr. Wilkinson urged the passage of legislation requiring guidance counselors in all public elementary schools.

Ms. Virginia Farmer

Guidance Director

Amherst County Junior High School

Ms. Farmer commented that the goals of the Standard of Quality pertaining to the personal, social and emotional development of the individual are not receiving adequate attention. Increased attention on "back to the basics" and the lack of a sequential guidance program (K-12) has contributed to the neglect of the emotional well-being of most school children. She stated that studies show that in the early years of a child's school experience, attitudes and feelings are formed which may either assist or deter the development of healthy feelings toward self, learning and society. If negative behavior and attitudes are allowed to continue, counselors at the middle and secondary school levels must then deal with these problems in a remedial manner.

Stanley Yeatts

Assistant Superintendent

Halifax County Public Schools

Mr. Yeatts said that he believed the high school level of counseling was too late to help many students. He claimed that many social problems would be alleviated if

children's problems were recognized and treated at the elementary school level.

Mrs. Marylee Wilkerson  
Elementary School Principal  
Halifax County Public Schools

Mrs. Wilkerson related her experiences in working with the guidance counselor in her school. She stated that after problems have been identified, counselors help children and their families learn to cope, and refer them, when necessary to appropriate community or professional services. She recommended that elementary guidance and counseling programs be funded under basic aid.

Kenneth Plaster  
Elementary School Principal  
Halifax County Public Schools

Mr. Plaster stated that counselors help establish a positive atmosphere in the school, and that his experience with guidance counselors has been profitable. He commended further that students must have a good self-concept to succeed, and building a good self-concept at an early age helps students become good, happy adult citizens.

Mrs. Ruth Saunders  
Federal Project Supervisor  
Halifax, VA

Mrs. Saunders attested to the positive effect of elementary counselors on the school environment, teachers, parents and students. She explained that when a child is plagued with a low self-concept due to poor academic

achievement, not being able to make friends easily, or home problems, the child does not function up to his capabilities. When a child is not able to solve problems, his mind is not clear to concentrate on school work which, in turn, causes poor grades. Such labeling and teasing by peers compound distractions for the child who may feel that he cannot learn and that others do not like him. Elementary counselors can help children learn coping skills and alternative behaviors to deal with problems.

Mrs. Saunders also cited a study wherein the effectiveness of elementary counselors was measured. Results of the study indicate that after working with a certified counselor, students engaged in the study improved significantly in their academic achievement and self-concept. Parents also expressed enthusiasm for elementary guidance and counseling programs. She concluded by requesting that the subcommittee recommend mandatory guidance and counseling programs in all elementary schools.

Mrs. Mary Tucker

Coordinator, Child Protective Services

Represented by Joan Kahivaji

Elementary Guidance Counselor

Mrs. Kahivaji read into the record a statement submitted by Mrs. Mary Tucker. The statement addressed the problems and needs of abused children. Abused children tend to be abusive to others. They require more of the teacher's time and energy; they often disrupt the learning of other students. These children usually have low self-esteem;



consequently, they do not perform well academically. Elementary guidance counselors have the opportunity and the expertise to break the chain of unhealthy behavior. The implementation of a developmental guidance and counseling program would be cost effective as it would save millions of dollars in state appropriations to welfare and corrections.

Mrs. Kahivaji also introduced two students, Lynwood Walton and Albert Webster, each of whom she had counseled. Both students related the circumstances which resulted in their being referred to Mrs. Kahivaji. They indicated that they had benefited from the counseling sessions and now understand themselves better and have developed appropriate coping skills.

Mrs. Ellen Cassada  
Elementary School Counselor  
Halifax County  
Represented Mrs. Janet Comer  
Parent  
Halifax County

Mrs. Cassada read into the record a letter from Mrs. Janet Comer which expressed support for elementary guidance and counseling programs. Mrs. Cassada also introduced the following persons who each attested to the need for and the effectiveness of guidance counselors in the public elementary schools.

Mrs. Martha Polk  
Parent, Halifax County  
Monica Polk

Student, Halifax County

Sandra Spell

Student, Halifax County

Mr. Jack Tucker

Director, Youth Services

Waynesboro, Va.

Mr. Tucker noted the increasing numbers of secondary school students who drop out of school without the benefit of counseling. He stated that prevention rather than correction of problems would be beneficial to the State financially.

Mrs. Sean Tucker

Elementary School Guidance

Counselor

Augusta County, Va.

Mrs. Tucker represented Augusta County school psychologists who advocate state funding of elementary school counseling services. She noted that the emphasis on basic skills has contributed to a de-emphasis on the development of coping skills. She also urged that only qualified graduates of accredited counselor education programs should be selected to fill the positions in elementary schools.

Glen Webster

Director, Lynchburg Youth Services

Delinquent Prevention Program

Lynchburg, Va.

Mr. Webster concurred with the comments of the persons

who preceded him.

David Fleming  
Executive Director  
Big Brother and Sisters of  
Central Virginia

Mr. Fleming expressed support for elementary school guidance and counseling programs. He stated that in preventing problems, the elementary school guidance counselor is more vital to children than any other counselor at any time in his life. The attainment of quality education requires good guidance counselors.

Mrs. Cordelia Hancock  
Executive Director  
Crittendon Center  
Lynchburg, Va.

Mrs. Hancock submitted a statement on behalf of the Center which outlined services it provides and expressed the need for elementary guidance programs. Such programs would be cost effective and would have a positive effect upon the mental health of school children.

Ted Powell  
Community Council Child Care and  
Roanoke County Community Services  
Roanoke, Va.

Mr. Powell indicated that both the Community Council on Child Care and the Roanoke County Community Services support the placement of guidance counselors in all elementary schools. Both groups believe the preventive benefits of

such a program would be cost effective.

Mrs. Sally Croxon  
Coordinator of Services for  
Emotionally Disturbed Children  
Roanoke, Va.

Mrs. Croxon submitted letters from Dr. J. Richard Frazer, child psychologist, who expressed support of elementary guidance and counseling programs. She also supports the implementation of the program.

Dr. Kathleen Ninninger  
President-Elect  
Virginia Elementary School  
Counselors Association

Dr. Ninninger commented that guidance and counseling programs must be provided from grades K thru 12. She emphasized the need for strong state support of guidance programs and the need for early and appropriate intervention.

Mr. Gary Kelley  
Supervisor of Guidance  
Roanoke County/Salem City Public Schools

Mr. Kelley indicated that secondary students and teachers in the Roanoke County schools are very appreciative of the guidance program. Among all of the budget cuts the schools have undergone, the guidance program has never been cut. He commented that the Roanoke County Schools' experience indicated that such programs are advantageous. The academic achievement, self-esteem and social adjustment

of the students can be credited to the guidance counselors.

Mr. Fulton Marshall

Principal

Albermarle County

Mr. Marshall related his experience with the work of guidance counselors. He indicated that students of the guidance and counseling program of the University of Virginia fulfill their practicum requirement in his school. He credited the counselors with the increase in reading skill and proficiency of a student who was the first member of his family to learn to read, and in resolving the problems of a student who had reacted to problems by biting him.

Dr. Thomas E. Truitt

Superintendent

Danville Public Schools

Appearing on behalf of the Virginia Association of School Administrators, Dr. Truitt said that VASA was opposed to mandated guidance and counseling programs. VASA would prefer that guidance and counseling programs be incorporated in the accreditation standards, adequately funded through State Basic Aid, and be administered at the local level to allow greater flexibility. He added that VASA's position is that priority should be given to funding basic education.

Mr. Douglas Kingery

Elementary Principal

Roanoke County Public Schools

Mr. Kingery voiced his support of elementary guidance

and counseling programs. He stated that such programs are effective and do effect change in the lives of students.

Ms. Patricia Walls

Parent, Co-President of South Salem

PTA, and Elementary School Teacher

Roanoke City Schools

and

Mr. Thomas R. Walls

Co-President of South Salem PTA, and Social Worker

Roanoke County Welfare Department

Mr. and Mrs. Walls submitted a joint statement of support of guidance counselors in the public elementary schools. Mrs. Walls believes that without guidance counselors, teachers do not have an important resource person to contact when children's problems interfere with the learning process. Likewise, Mr. Walls believes that social service agencies would lose the only person they have who has the time and training to get to know an individual child's home situation, school behavior, and parental background.

Mr. Rick Richardson

Coordinator of Children's Services

Community Services Board of Roanoke Valley

Roanoke, Va.

Mr. Richardson advocated mandatory guidance and counseling programs in elementary schools. He stressed the point that elementary school children deserve the opportunity to have access to professional counselors in

their public schools.

Mrs. Charlisie Pafford

President

Roanoke County Council of PTAs

Mrs. Pafford submitted results of a survey taken in Roanoke County Schools to ascertain the attitudes and opinions of teachers, administrators, parents and others who work with children regarding guidance and counseling programs in elementary schools. The survey was conducted in response to the concerns of some parents regarding the appropriateness of such programs. Results indicated that a majority of parents support the program, and school personnel attested to its effectiveness.

Captain Mike Cavanaugh

Roanoke County Sheriff's Department

Roanoke, Va.

Captain Cavanaugh commented that the elementary school guidance program is an effective way to cure anti-social behavior in children.

Such programs can be instrumental in steering children to more appropriate adventures and away from possible confrontations with law-enforcement agencies. He also explained that his department works with the local school system to provide assistance to children with problems. He attributed the success of the program to the willingness of the schools, parents, law-enforcement agencies and all other community service agencies to work together to assist children and their families.

There being no further business, the public hearing was adjourned.



SUMMARY  
PUBLIC HEARING  
JOINT SUBCOMMITTEE STUDYING THE  
FEASIBILITY OF REQUIRING DEVELOPMENTAL  
GUIDANCE AND COUNSELING PROGRAMS IN  
PUBLIC ELEMENTARY SCHOOLS  
GEORGE MASON UNIVERSITY  
FAIRFAX, VIRGINIA  
OCTOBER 21, 1981

Members Present:

Stanley C. Walker  
George W. Grayson  
Richard L. Saslaw

Dr. George M. Bright  
Dr. Anna Dodson  
Dr. William Van Hoose  
Mr. S. Roger Koontz  
Dr. Gaynelle Whitlock

Staff:

Norma E. Szakal, Staff Attorney  
Brenda H. Edwards, Research Associate

Members Absent:

George P. Beard, Jr.  
Archibald A. Campbell  
A. Joe Canada, Jr.  
James A. Davis

The Honorable Willard Douglas, Jr.  
The Honorable Gammiel Poindexter  
Mrs. Nanalou W. Sauder  
Mr. Gary A. Smith

The public hearing was called to order by the Vice-Chairman, Delegate George W. Grayson, who briefly reviewed the purpose of the study and the joint subcommittee's work to date. He then introduced the members of the subcommittee and its Citizens Advisory Task Force. Following Delegate Grayson's comments, the joint subcommittee received the testimony of interested citizens.

Mrs. Catherine N. Bartalotta  
School Social Work Committee of  
the National Association of Social Workers

Mrs. Bartalotta submitted a position paper of the School Social Work Committee of the National Association of Social Workers in support of developmental guidance and counseling programs in elementary schools. The Committee also recommended (1) that the job description and ultimate responsibilities assigned elementary guidance counselors be carefully delineated to ensure that these individuals will function in the areas for which they were professionally prepared, and (2) that the elementary guidance counselor become an integral member of the pupil personnel services team, and not be used to circumvent the existing support services program.

Dr. Theodore P. Remley, Jr.  
President  
Virginia Counselors Association

The Virginia Counselors Association is comprised of over 1,400 counselors, representing all specialties, who reside and work in Virginia. The members are unanimous in their support for legislation which would create a comprehensive counseling program for elementary school children in the State. Dr. Remley also offered the assistance of the Association to the joint subcommittee.

Mrs. Mary Medis  
Supervisor of Guidance  
Fairfax County Public Schools

Mrs. Medis discussed a pilot project established by Fairfax County Public Schools which placed eight crisis resource teachers in elementary schools. In just one month of the project's operation, the crisis resource teachers significantly impacted the school environment. The school division supports guidance and counseling programs in the elementary schools because the most favorable time for doing preventive guidance and remediating school and social problems is during the formative years. The school system's objective in supporting the program is:

- to foster the normal developmental needs of children
- to provide early identification and intervention efforts with children experiencing difficulty, and
- to provide assistance and training to staff and parents.

The school division recommended full state funding of any mandated program and that such a mandate provide local school divisions flexibility in developing counseling models appropriate to their needs.

Dr. James P. McMurrer, M.D.  
Fairfax County Medical Society  
Fairfax, Virginia

Dr. McMurrer stated that the Fairfax County Medical Society supports the concept of providing developmental guidance and counseling services in elementary schools. Early identification and remediation of developmental and behavioral problems are crucial in the prevention of later adjustment problems particularly those of adolescence. The seeds of adolescent

problems first appear as adjustment problems in the young child. School performance is one of the first areas to suffer when children are under stress or depressed.

He stressed the need for a team approach of family physicians, pediatricians and guidance counselors, as there is a large degree of overlap between the physical and the emotional development of children. Many common medical symptoms of childhood can represent underlying emotional stress. Likewise, many seemingly emotionally pressured children may be suffering from physical difficulties which may require medical intervention.

Dr. McMurrer explained further that while guidance counseling and parent education serve a very useful purpose for those children and families with basic problems, there are many children and families that require more counseling (e.g. for child abuse; severe and violent behavior problems; severely depressed or overactive children).

He recommended that guidance and counseling programs incorporate a mechanism by which family physicians and pediatricians are kept informed of the progress of their patients in such programs.

Mrs. Roberta Mahone  
Principal  
Green Acres Elementary School

Mrs. Mahone related her experience with a crisis resource teacher provided by the pilot project implemented by Fairfax County Public Schools. She noted that there are no bad children, but there are children with bad problems. Time is a critical problem in helping children. She indicated that the crisis resource teacher had contributed significantly in lessening of the possible severity of children's problems, partly because this person had the time to listen and then help resolve the problem.

Mr. Richard Weise  
Crisis Resource Teacher  
Fairfax County Public Schools

Mr. Weise noted that SJR 132 is an indication that the development of the total child is important. He commented that as a crisis resource teacher he was able to do all the things that a good teacher would like to do. Mr. Weise said that he had also served as a guidance counselor in Norfolk, and explained the difference between his service in Norfolk and Fairfax in terms of emphasis on career education and discipline, respectively.

Mrs. Ruth Johnson  
Guidance and Counseling Programs  
George Mason University

Mrs. Johnson expressed concern over the urgent need for elementary guidance counselors. She indicated that the National Elementary Guidance Commission has cited eight situations which contribute to the urgent need to provide such services for children:

1. Since 1970, almost one half of all Americans age 5 and over have changed residency, often moving to a new school district. These children frequently need assistance in adjusting to their new school and community.
2. For every two marriages in 1975, there was one divorce. Current predictions are that one out of every six children is living with only one or neither parent. Frequently, these children come home from school to empty houses with little or no supervision.
3. Current estimates state that between 10% and 15% of our adolescents are suffering from early childhood abuse and/or neglect and the figure is rising.
4. Dramatic increase in the use of alcohol by parents or older children can have a dramatically devastating effect on young people and family relations.
5. Thousands of young people die annually as a result of drug usage. Recent studies indicate the age at which drug experimenting takes place is steadily being lowered. It is not uncommon for elementary schools to define drug problems in "epidemic" proportions.
6. Estimates are that 10-15% of every school population is suffering from emotional disorders serious enough to require special intervention. Many professionals in the field advocate early diagnosis and help. They maintain that this is the easiest, least expensive and most productive plan.
7. Children are currently involved in school busing in order to achieve racial balance. Also, disabled youngsters are being mainstreamed into regular classrooms. Both of

these situations could cause serious problems or prejudices if provisions for helping children adjust are not made.

8. An increasing number of young people are dropping out of school and/or running away from home. Studies show that this behavior is frequently the culmination of problems that started in the elementary school years with the lack of academic and social achievement. Had intervention occurred at this time, the \$75,000 that it has cost society to maintain each unskilled, unemployable high school dropout could have been prevented.

Mrs. Johnson commented further that in a less complex society, the classroom teacher aided the development of the "whole" child; however, today teachers are experiencing increased demands to help children attain a level of academic competency, and this, coupled with the changing nature of society, leaves little time to adequately work with the issues that are frustrating a child and inhibiting his/her development. Therefore, it seems especially important that the schools be equipped with personnel who are specialists with indepth training in the fields of human development, interpreting skills, and interpersonal relationships. Elementary guidance counseling is not a position that is essential only in a crisis; rather, it is a developmental process which is preventive in nature and replaces the need for remediation at another life stage. Getting all aspects of a child's life moving in the right direction at an early age can lighten the load and make the work of teachers, administrators and secondary counselors more effective.

Mrs. Jan Jordan  
Prince William County Public Schools

Mrs. Jordan noted that she had served as a crisis counselor in seven schools in South Carolina and had contributed to the writing of the state's objectives for its elementary guidance program. She is now a teacher for Prince William County public schools. Mrs. Jordan commended South Carolina's program and urged the passage of legislation to require such services in the elementary schools of the Commonwealth.

Mrs. Lenore Plissner  
Fairfax Association of  
Elementary School Principals  
Fairfax, Virginia

Mrs. Plissner indicated that a poll of the association's membership soliciting their choice of resource positions in

the school revealed that their first and second choices were full-time reading teachers and guidance counselors in each elementary school, respectively.

Mr. Bill Thomas  
Principal  
Thomas Jefferson Elementary School  
Falls Church, Virginia

Mr. Thomas represented the Superintendent of Falls Church Public Schools. He stated that the administration was concerned about the fiscal impact of SJR 132 and the specific role of the guidance counselors. The administration supports the concept of "local option" regarding the implementation of elementary guidance and counseling programs, an increased emphasis on quality instruction, and an enhanced role of the elementary school teacher to provide some guidance and counseling services. Mr. Thomas also pointed out that the need for parent education is critical in the prevention and remediation of children's problems.

Mr. Kelvin Appel  
Arlington County Counselors Association  
Arlington, Virginia

Mr. Appel expressed support for elementary guidance and counseling programs. He indicated that a written position statement would be forthcoming.

The joint subcommittee also queried the speakers regarding their positions, the probable fiscal impact of elementary guidance and counseling programs, the effectiveness of such programs, and the training and qualifications of elementary guidance counselors. The Chairman, Senator Stanley C. Walker, commented on the importance of the study and expressed appreciation for the cooperation, interest and assistance of all who provided information to the subcommittee.

It was agreed that the joint subcommittee would meet again in Richmond after November 3.

There being no further business, the public hearing was adjourned.



