

**REPORT OF THE
JOINT SUBCOMMITTEE
STUDYING THE**

**Feasibility of
Requiring Guidance
Counselors in the
Public Elementary
Schools**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



Senate Document No. 24

**COMMONWEALTH OF VIRGINIA
RICHMOND
1984**

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**Report of the
Joint Subcommittee Studying the Feasibility
of Requiring Guidance Counselors
in the Public Elementary Schools
To
The Governor and the General Assembly of Virginia
Richmond, Virginia
January, 1984**

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

The Joint Subcommittee Studying the Feasibility of Requiring Guidance Counselors in the Public Elementary Schools was authorized to conduct its study by Senate Joint Resolution No. 69, agreed to during the 1982 Session of the General Assembly. The resolution may be found in the appendices of this report.

Senate Joint Resolution No. 69, 1982, requested that the Joint Subcommittee reconvene each year to consider the status and needs of elementary guidance and counseling programs in the Commonwealth and to submit its findings and recommendations to the Governor and the 1983 and 1984 Sessions of the General Assembly. Appointed to serve on the Joint Subcommittee were Senators Stanley C. Walker of Norfolk, Chairman, A. Joe Canada, Jr., of Virginia Beach, and Richard L. Saslaw of Annadale; Delegates George P. Beard, Jr., of Culpeper, Vice-Chairman, Willard Finney of Rocky Mount, Joan H. Munford of Blacksburg, and Mitchell Van Yahres of Charlottesville. Citizen members appointed to the Joint Subcommittee's Citizen's Advisory Task Force were George M. Bright, M.D., of Richmond, Dr. Anna G. Dodson of Norfolk, The Honorable Willard H. Douglas, Jr., of Richmond, Dr. William Van Hoose of Charlottesville, R. Roger Koontz of Winchester, The Honorable Gammie Poindexter of Surry, Nana Lou Sauder of Lexington, Gary A. Smith of Harrisonburg, and Dr. Gaynelle Whitlock of Richmond.

INTRODUCTION

In its report to the 1982 General Assembly, the Joint Subcommittee noted that 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.

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 better management of self and the environment.

It was noted also that few school divisions had guidance counselors in their elementary schools; however, as evidenced by testimony received by the Joint Subcommittee, the public has overwhelmingly expressed a strong desire to have such services provided by elementary schools. It was determined that mandating guidance and counseling programs would not be feasible at that time due to fiscal constraints. However, the 1982 General Assembly passed legislation to express the sense of the body that such programs are needed and essential and that the development of such programs should be encouraged.

The Joint Subcommittee reported to the 1983 General Assembly that the status of elementary guidance and counseling programs remained the same as reported in 1982. However, the Board of Education responded to its recommendation that the Standards for Accrediting Schools be revised to allow local school divisions the option of providing guidance and counseling programs, within existing resources, for grades K-12, by including a new provision to that effect in the proposed revision of the Accreditation Standards. This provision, as originally worded in the Joint Subcommittee's judgment, would have generated conflict and competition among the professional groups from among which a school division must choose its staff if it elects the option. The Joint Subcommittee offered specific suggestions to help clarify the intent of the option. The Joint Subcommittee, consequently, re-emphasized many of the same recommendations that it submitted in 1982. Again, it did not recommend that such programs be mandated.

CURRENT STATUS OF THE PROGRAMS

During the 1982-83 school year, of the 139 school divisions, approximately 175 elementary school counselors were employed in 23 counties and 11 cities, a total of 34 school divisions. A recent survey of a sample of school divisions indicates that the number of elementary school counselors in Virginia's public schools has remained essentially the same during the current school year.

Support for these programs by parents, teachers, administrators, and other school personnel in divisions where these programs exist continues to be strong. This support has been borne out by the findings of the study of elementary school guidance and counseling programs conducted jointly by the Virginia Department of Education and the Appalachia Educational Laboratory from 1981-83. In that study, responses from parents, teachers, administrators, and other school staff were overwhelmingly favorable regarding the effectiveness and value of the programs.

PROGRAM NEEDS

Because of the limited number of existing elementary school counseling positions in Virginia, there appears to be an adequate pool of qualified elementary school counselors at present to fill these positions and more. However, there would be a shortage of qualified applicants for new positions should guidance and counseling programs become mandated in all elementary schools immediately, primarily because students generally do not seek training for a professional area in which few positions are available. If the number of elementary school counseling positions were to be increased over a period of several years, however, counselor educators in Virginia have indicated that the demand for qualified professionals could be met satisfactorily.

While the revised Accreditation Standards do not require the employment of elementary school counselors as they do middle and secondary school counselors, the Standards provide that "at the discretion of local school authorities an alternative staffing plan may be developed; however such plan must ensure that the services set forth in these standards are met." The option may be applied to elementary school counseling positions.

The majority of the efforts over previous years to educate administrative and instructional personnel regarding the need for and benefits of elementary school guidance and counseling have been conducted by parent and professional associations through conferences, position papers, and programs. This year the Guide for Planning and Developing Guidance and Counseling Programs in the Public Schools of Virginia was developed by the Department of Education and approved by the Board of Education. This document addresses guidance and counseling programs, kindergarten through grade 12, and will be distributed to all school divisions. Despite these achievements, a great need still exists in the area of educating administrators and teachers about the need for and benefits of elementary school counselors.

Future activities of the Department of Education in this area include plans for a series of regional guidance workshops for counselors and their principals to be held after copies of the Guide for Planning and Developing Guidance Programs in the Public Schools of Virginia have been distributed. Information at these workshops will be provided about elementary school guidance and counseling programs as well as middle and secondary school programs. Another major activity of the Department will be the continuation of an effort to develop a model for

guidance services, K-12, in cooperation with the Louisa County Public Schools.

THE FRENCH MODEL

The Joint Subcommittee was apprised of the new publications program being developed by the Honorable John T. Casteen, III, Secretary of Education, to address a concern regarding the lack of quality information to parents and students on educational choices and career patterns.

The publications program is based on the French publication model, which provides information to parents on the French educational system. The purpose of Virginia's program is to provide quality information to parents regarding the need to be involved in the total education of their children beginning at birth. This program will consist of a series of guidance publications uniform in style and geared to key developmental stages of the child, from birth through college. The publications will focus on what parents can do to enhance the child's development and education throughout his school career. Beginning at the middle school level, the booklet will provide data on educational courses necessary for specific occupations and professions. It is planned that parents will be given the first volume of the series together with the child's birth certificate or during the post partum period in the hospital. Funding for the publications program in the amount of \$125,000 is included in the Commonwealth's proposal to the Office of Civil Rights (OCR) to address the need to provide quality information on career opportunities to minority high school students. The publications program will be completed within the next three years. It is believed that the publications program being developed by the Secretary of Education would accomplish much by providing information on careers and the educational requirements for various professions and occupations to minority parents and students. Guidance counselors, including elementary school counselors, are considered very instrumental in the success of this program.

SURVEY OF VIRGINIA ELEMENTARY SCHOOL PRINCIPALS

Over the past three years, the Joint Subcommittee has received conflicting testimony regarding the views of elementary school principals on the need for elementary guidance counselors. In 1983, the School of Education at Virginia Commonwealth University conducted a survey of all elementary school principals in the Commonwealth to determine whether principals view elementary guidance counselors as critical support personnel in elementary schools. Contained in the questionnaire were twenty-four functions appropriate for seven designated support personnel typically found in elementary schools. From these, elementary school principals were asked to select those appropriate for elementary school personnel.

Results of the survey indicated that none of the twenty-four functions was considered by the respondents to be the sole responsibility of the principal nor of any of the seven designated support professionals. However, the support professional cited most frequently by elementary principals as not available yet deemed necessary is the elementary guidance counselor. The summary of this study, which contains an in-depth analysis of the results of the survey, may be found in Appendix B of this report.

DISCUSSION OF THE RECOMMENDATIONS

It is the Joint Subcommittee's opinion that the need for elementary guidance and counseling programs has not changed. Information provided the Joint Subcommittee indicates that only 34 of the 139 school divisions in the State employ elementary school counselors despite the need for such professionals. The many social problems cited in the Joint Subcommittee's 1982 report still plague school children today and little is being done to moderate their effect on the lives of these children. To encourage local school divisions to provide guidance and counseling programs in elementary schools, the Department of Education is requested to develop grant projects for model programs.

It was determined by the Joint Subcommittee that there is a need to educate administrative and instructional personnel on the difference between "guidance" and "counseling." Guidance is a planned, sequential program of learning experiences designed to foster the personal, social,

academic, and career development of students. It focuses on decision-making, planning, and the assimilation of information needed to gain insight into the values and concerns of others. In addition, guidance provides an opportunity for self-examination and self-appraisal.

Counseling is an approach to helping students achieve their personal, social, academic and career goals. It is provided by a professionally trained counselor on an individual basis or in small groups. The counselor employs specific techniques to assist students in (1) understanding self and others, (2) gaining knowledge about education, work, and leisure, and (3) exploring alternative courses of action and making realistic decisions and plans. Counseling emphasizes the acquisition of knowledge and skills needed for self-direction and independence, and it assists students in mastering or coping with problems or concerns.¹ “Guidance” and “counseling” are two different functions, there is some evidence that school personnel perceive that these functions are the same and can be performed by any one. Data reveal that the guidance counselor is uniquely trained and skilled to identify students’ problems, and to provide specific services which facilitate prevention, early intervention and remediation. The guidance counselor works collaboratively with parents, teachers, administrators, and other members of the pupil personnel team, such as the school psychologist and the school social worker. In instances where the problem is severe, the guidance counselor refers the student to the appropriate professional and/or obtains assistance for the student from resources within the community. Although the classroom teacher or other school personnel may observe that a student has a particular problem, usually, these persons do not have the time or the training to provide the individual attention necessary to identify the problem and its cause, to counsel the student, notify and consult with his parents, or to seek professional assistance for the student or his family if such is warranted.

Review of the Accreditation Standards for Schools

Upon reviewing the revised Accreditation Standards for Schools, the Joint Subcommittee found inconsistencies in Standard C and E relative to guidance and counseling personnel and programs, respectively. Standard C, Staffing, Item 4, sets forth the new provision which would allow local school divisions the option of providing elementary guidance and counseling programs through an alternative staffing plan. The option states that:

“Guidance counselors shall be provided as follows:

- a. Elementary schools may employ elementary school guidance counselors and are encouraged to do so wherever possible.

(option)

At the discretion of local school authorities an alternative staffing plan (Criteria 1-4) may be developed which ensures that the services set forth in these standards are met. Any locality electing to exercise this option shall develop a written policy approved by the division superintendent and local school board and shall submit it to the Department of Education for approval. An alternative staffing plan which reduces the number of staff positions will not be acceptable.”

In Standard E, Delivery of Instruction, Item 9 states that:

9. Guidance programs and services shall be provided at appropriate grade levels, K-12, to achieve the following:

- a. Ensure that individual curriculum planning is provided to assist each student to select appropriate courses;
- b. Provide opportunities for parents, teachers, and other adults to participate in planned activities which encourage the personal social, education, and career development of students;
- c. Include employment counseling and placement services to furnish information relating to

the employment opportunities available to students graduating from or leaving school;

d. Provide for the coordination of a testing program which includes orientation to test-taking, use of test data, and the interpretation and use of student records data;

e. Provide for the evaluation of the guidance programs by the principal, counselor(s), staff, and parents;

f. Ensure that at least 60 percent of the guidance staff's time shall be devoted to counseling of students.

g. Ensure that each student has a balanced program of studies each year, including at least one mathematics or laboratory science course in the 11th or 12th grade.

h. In elementary schools not employing guidance counselors, appropriate guidance services may be provided by classroom teachers or other staff members.

The Joint Subcommittee determined that the language in Standard E-9 (h) defeats the purpose of the option. It conveys not to subtly that other staff members who are not specifically trained in guidance and counseling can provide these services just as ably as guidance counselors. This is contrary to all the evidence presented to the Joint Subcommittee.

In its report to the 1983 General Assembly, the Joint Subcommittee stated "that 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 home, school, 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." The Joint Subcommittee reaffirms its position. The abhorrent social ills of our society (e.g., child abuse and neglect, teenage pregnancy, suicide, venereal diseases, divorce, drug and alcohol abuse, changing roles and values, and diversified family structures) that relentlessly assail children have a profound effect on the quality of their lives, and without proper intervention, are often manifested in destructive behaviors within the school setting. These debilitating effects often become cyclical, appearing in generation after generation, and result in the loss to society of fully functioning and competent adults.

The Joint Subcommittee acknowledges that no single approach will eliminate the many problems that beset children, but it believes that the Commonwealth can no longer postpone implementing services in the public elementary schools which have the capability of fostering human potential and preventing difficulties in the future. The cost in saving human lives, if not dollars, appears to far outweigh the financial investment that may be necessary to implement viable elementary guidance and counseling programs in the public schools.

Therefore, the Joint Subcommittee recommends that elementary guidance and counseling programs be phased in over the next five years with the stipulation that such programs will be required in all school divisions by 1990.

RECOMMENDATIONS

The Joint Subcommittee recommends that:

1. The emphasis in public education be shifted from remediation at the secondary level to efforts for prevention and early intervention at the elementary level.

2. The Board of Education amend the Standards for Accrediting Schools in Virginia to provide that guidance and counseling services in public elementary schools be performed by counselors endorsed in elementary guidance and counseling.

3. The Board of Education develop grant projects for model programs as an incentive to encourage local school divisions to provide guidance and counseling programs in the elementary

schools and that funding for the model programs be included in the first year of the biennium of the 1984-86 budget.

4. Elementary guidance and counseling programs be phased in over the next five years with the stipulation that such programs will be required in all school divisions by 1990.

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. Local school divisions utilize available in-service programs to train elementary administrative and instructional personnel in the principles and techniques of group developmental guidance.

8. The Department of Education through in-service programs and publications assist local school divisions in conveying to administrators, teachers, counselors and other personnel their appropriate roles and functions in elementary guidance and counseling.

9. The Board of Education delete from the Standards for Accrediting Schools, (adopted July, 1983), item 9(h) of Standard E.

10. The Secretary of Education be provided support for his efforts to implement the program to educate parents to the need for planning and becoming involved in the total education of their children.

11. The Joint Subcommittee be continued to cooperate in the development of grant projects, to evaluate the effectiveness of the model programs, to study the appropriate role of the school principal and assistant principal, and to assess the status and needs of elementary guidance and counseling programs in the Commonwealth.

CONCLUSION

The Joint Subcommittee reaffirms its position that guidance and counseling programs in the public elementary schools in the Commonwealth are an effective and cost efficient way of helping children to become constructive, contributing members of society. No one approach will eliminate the many problems which confront children. Nevertheless, the Joint Subcommittee believes that appropriate and early intervention of services provided by qualified guidance counselors at the elementary level will minimize the problems inherited by guidance counselors in middle and secondary schools. Also, these services will help to prevent the problems of children in need of such programs from becoming chronic and resistant to remediation.

The Joint Subcommittee is aware of current fiscal constraints. However, it believes that initiatives must be taken by the Commonwealth to stem the tremendous cost to the State and the public when such troubled youth are referred to the criminal justice system and/or to public assistance agencies. Therefore, legislation which addresses the lack of guidance and counseling programs in the public elementary schools is appended to this report.

The Joint Subcommittee appreciates the contribution of the Secretary of Education and the Department of Education. It is especially grateful for the assistance of the Citizens Advisory Task Force.

Respectfully submitted,

Stanley C. Walker, Chairman

George P. Beard, Jr., Vice Chairman

A. Joe Canada

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FOOTNOTES

Virginia. A Guide for Planning and Developing Guidance and Counseling Programs in the Public Schools of Virginia . (Virginia: Department of Education), 1983.

APPENDICES

- A. Proposed Legislation
- B. Virginia Elementary School Principal's Perceptions of the Need for and Functions of Professional Support Personnel.
- C. Standard C, Staffing, Accreditation Standards for Schools
- D. Standard E, Delivery of Instruction, Accreditation Standards for Schools
- E. Senate Joint Resolution No. 69, 1982

APPENDIX A

SENATE JOINT RESOLUTION NO.....

Continuing the Joint Subcommittee of the Senate Committee on Education and Health and the House Committee on Education Studying Elementary Developmental Guidance and Counseling Programs.

WHEREAS, the Joint Subcommittee conducted a thorough study in 1981 of the need and feasibility of requiring the public elementary schools in Virginia to provide developmental guidance and counseling programs; and

WHEREAS, the Joint Subcommittee became convinced that guidance and counseling programs in the elementary schools serve to prevent the problems of many young children from becoming permanent handicaps; and

WHEREAS, the Joint Subcommittee was authorized to reconvene once during each year of the biennium in order to consider the status and needs of elementary guidance and counseling programs; and

WHEREAS, the Joint Subcommittee can see no abatement in the difficulties encountered by young children in our complicated society; and

WHEREAS, the Joint Subcommittee realizes that present fiscal conditions have created a climate unfavorable to the introduction of new mandates; and

WHEREAS, in the opinion of the Joint Subcommittee, assistance provided to young children in the elementary grades can moderate the need for remedial efforts at the secondary level; and

WHEREAS, the need for providing this early assistance to young children with social, emotional or academic problems appears crucial to the Joint Subcommittee; and

WHEREAS, the Joint Subcommittee has recommended the establishment of a modest grants program for funding model projects in elementary guidance and counseling; and

WHEREAS, the Joint Subcommittee believes that it can provide valuable knowledge and insight in the development of this program; and,

WHEREAS, the Joint Subcommittee found that inconsistencies exist regarding the proper role of the school principal and vice-principal; and

WHEREAS, these inconsistencies have contributed to principals' assuming responsibilities which can be performed more effectively by other staff members and delegating other responsibilities which are appropriately within his purview; and

WHEREAS, the assignment of responsibilities consistent with the qualifications and training of staff members could provide a balance in such assignments and allow certain needs of students to be addressed by staff members best qualified to render such services; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the Joint Subcommittee of the Senate Committee on Education and Health and the House Committee on Education studying elementary developmental guidance and counseling is authorized to continue its work in order to cooperate in the development of the grants projects, to evaluate the effectiveness of the model programs, to study the proper roles of the school principal and vice-principal, and to assess the status and needs of elementary guidance and counseling programs in the Commonwealth. The membership of the Joint Subcommittee shall remain the same and shall continue to consist of three members from the Senate and four members from the House of Delegates.

The Joint Subcommittee shall complete its work in time to submit its recommendations to the 1986 Session of the General Assembly.

Direct and indirect costs of this study are estimated to be \$14,990.

SENATE BILL NO. HOUSE BILL NO.

A BILL to amend the Code of Virginia by adding a section numbered 22.1-209.1, relating to model programs in elementary developmental guidance and counseling.

Be it enacted by the General Assembly of Virginia:

1. That the Code of Virginia is amended by adding a section numbered 22.1-209.1 as follows:

§ 22.1-209.1. Model programs in elementary developmental guidance and counseling.—With such funds as are appropriated for this purpose, the Board of Education shall establish a program to strengthen developmental guidance and counseling in the elementary schools which shall consist of grants for model projects awarded on a competitive basis to applicants responding to requests for proposals.

The Board shall appoint an advisory committee of experts in developmental guidance and counseling to assist in the development of the criteria for awarding these grants, the contents of the request for proposals, in evaluating and in ranking the applications and in making the awards. All school divisions shall be eligible to receive such grants upon making timely application. The first set of grants shall be awarded, if funds are available, by January 1, 1985.

APPENDIX B

**VIRGINIA ELEMENTARY SCHOOL PRINCIPALS' PERCEPTIONS
OF THE NEED FOR AND FUNCTIONS OF
PROFESSIONAL SUPPORT PERSONNEL**

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October, 1983**

**(Research supported in part by grant from School of
Education, Virginia Commonwealth University)**

Executive Summary of the Report

"Virginia Elementary School Principals' Perceptions of the Need for and Functions of Professional Support Personnel"

I. INTRODUCTION

With a continuing emphasis on "back to the basics" in education and an ongoing debate as to what constitutes basics and/or frills in our educational system, it was decided that the principals currently administering the elementary schools of Virginia can help resolve a portion of this issue by indicating which support personnel are of primary value to the elementary schools in Virginia. Focus has specifically been placed on the principals' perceptions concerning the necessity of counselors in the elementary school setting. Over the past decade much attention has been given to the need for counseling service in Virginia's elementary school. Proponents emphasize that it is less costly to provide guidance and counseling services early than to try to rehabilitate later.

Despite this fact, no state monies have been designated for employing elementary school counselors. Do principals see elementary counselors as critical support personnel in elementary schools? Further study seems warranted.

II. RELATED RESEARCH

Research indicates that the role and functions of elementary school counselors evoke many questions. Traditionally a guidance counselor has been identified with secondary schools, and guidance

activities in elementary schools have been considered the responsibility of classroom teachers. Even though position statements have been developed to clarify the function of elementary counselors, ambiguity persists. Confusion is also evident regarding the responsibilities of other professional support personnel in elementary school, and even the role of the elementary school principal lacks clarity.

III. PROCEDURES

In order to clarify the various functions of certain professional support personnel in the elementary schools of Virginia, the researchers developed a questionnaire (see attached) to solicit information from elementary principals. The questionnaire also was designed to generate information about the typical professional support services available and to determine if additional support professionals are needed.

Believing that a more meaningful study could be made if all elementary principals were given the opportunity to respond, the researchers mailed the questionnaires to all 1,127 elementary principals in the state. Usable questionnaires (54.9%) were returned from 619 principals.

IV. FINDINGS

According to this survey, the typical elementary school in Virginia is a rural school containing grades K-5. The school has more than 350 pupils and between 11 and 25 classroom teachers.

A full-time principal, holding certification as an elementary school principal, serves as the school's leader. The principal is most likely a white male between the ages of 31 and 45 years. He has had experience both as a teacher (3-8) years and a principal (6 years or more).

Professional support personnel are found in Virginia's elementary schools both on a full-time and a part-time basis. The typical school employs on a full-time basis an assistant principal and a resource teacher, and on a part-time basis, a psychologist, a visiting teacher/social worker, and a nurse. The support professional cited most frequently by the elementary principals as not available yet deemed necessary is the elementary counselor.

Contained in the questionnaire were 24 functions appropriate for elementary school personnel. None of the 24 functions was considered by the respondents to be the sole responsibility of the principal nor of any of the seven designated support professionals. The greatest frequency of responses assigned primary responsibility for the functions to the principal and the elementary counselor. Of the 24 function statements, 15 ranked first in the percent of respondents who assigned these functions to the principal; seven ranked first in the percent of respondents who assigned the functions to the elementary counselor; one function ranked first in the percent who assigned the function to the resource teacher, as seen in Table A on the next page.

Table A
Professional Personnel
With Percent of Responses
and Rank of The Responses

Function Statements	Principal	Asst. Principal	Curr. Spec.	Elem. Couns.	Nurse	Psy.	Resource Teacher	V. Teacher Soc. Work.
1. Confers with parents	57.7 1	2.4 6	0.3 7	15.6 2	0.3 7	12.6 3	6.0 4	5.1 5
2. Conducts group counseling	15.2 2	3.0 5	0.5 7	62.5 1	0.5 7	11.5 3	2.7 6	4.0 4
3. Provides test interpretation	37.6 1	4.1 5	8.3 4	25.6 2	0.3 7	22.0 3	2.0 6	0.2 8
4. Provides orientation	75.5 1	8.7 3	2.1 4	12.5 2	0.2 6	0.2 6	0.7 5	0.2 6
5. Identifies exceptional children	26.7 2	6.8 6	7.7 5	15.8 3	0.9 7	32.9 1	8.9 4	0.3 8
6. Assists students with problems	38.6 2	10.6 3	2.0 6	43.0 1	-0-	2.7 4	1.0 6	2.1 5
7. Coordinates referrals	44.7 1	12.7 3	1.3 7	17.9 2	0.2 8	5.3 6	5.5 5	12.4 4
8. Develop & implements guidance programs	19.1 2	3.0 5	4.7 3	66.4 1	0.2 8	3.2 4	1.4 7	2.2 6
9. Coordinates testing programs	27.6 1	18.4 3	12.0 4	24.0 2	-0-	4.5 5	3.5 6	0.2 7
10. Specifies role/function of teacher	92.8 1	1.8 3	4.4 2	0.8 4	-0-	-0-	0.2 5	-0-
11. Conducts follow up of students	46.2 1	11.7 3	11.0 4	27.5 2	-0-	-0-	2.3 5	1.3 6
12. Works with parents to understand children	47.3 1	4.3 5	6.8 4	27.8 2	0.5 8	7.0 3	2.2 7	4.0 6
13. Aids teachers in student learning	32.0 1	6.0 5	17.3 4	5.2 6	0.8 7	20.6 2	17.6 3	0.3 8
14. Develops screening and referral process	41.9 1	7.0 5	5.3 6	11.4 3	0.8 8	21.6 2	9.4 4	2.3 7
15. Maintains community resource file	47.6 1	15.1 2	6.8 6	14.3 3	0.2 8	1.3 7	7.8 4	7.0 5
16. Selects material for self & career awareness	16.5 3	8.3 4	17.7 2	48.9 1	-0-	0.8 7	6.8 5	1.0 6
17. Determines student placement	86.1 1	3.7 3	2.3 4	6.9 2	0.2 7	0.3 6	0.5 5	-0-
18. Coordinates I.E.P.	28.7 2	10.2 4	6.0 6	7.9 5	0.2 8	15.4 3	29.1 1	2.5 7
19. Observes student behavior	63.0 1	9.1 4	1.3 6	9.6 3	-0-	12.6 2	3.6 5	1.2 7
20. Provides individual counseling	19.4 2	3.2 5	6.3 4	60.4 1	0.2 8	8.5 3	1.3 6	0.8 7
21. Plans staff development; Re: children	71.1 1	5.5 4	4.6 5	11.2 2	-0-	6.3 3	0.6 6	0.6 6
22. Helps students with non-school problems	19.6 3	4.9 4	4.2 6	43.8 1	0.3 8	4.4 5	1.3 7	21.5 2
23. Serves as final arbitrator in discipline	93.5 1	3.4 2	0.5 5	1.6 3	0.5 5	-0-	0.2 5	1.0 4
24. Establishes developmental classroom guidance	24.2 2	3.2 4	7.3 3	60.7 1	-0-	2.6 5	1.4 6	0.7 7

The researchers compared the responses to the function statements by looking at the availability of an elementary counselor in the respondents' schools, the location of the respondents' schools, the respondents' administrative experience, sex, and race. Table B lists the 16 functions to which the respondents unanimously assigned primary role responsibility regardless of counselor availability, school location, respondents' experience, sex or race. The respondents agreed that ten of these functions were the responsibility of the principal and six were the responsibility of the counselor. There was not unanimity of agreement in the role assignment of the other eight functions.

Table B

Functions to Which Respondents Unanimously Assigned Primary Responsibility by Roles Regardless of Years of Administrative Experience, Availability of a Counselor, Race, Sex, or Location of the School of the Respondents

Function Statements	Person with Primary Responsibility
1. Confers with parents	Principal
2. Conducts group counseling	Counselor
3. Provides orientation	Principal
4. Develops and implements guidance program	Counselor
5. Specifies role/function of teacher	Principal
6. Aids teachers in student learning	Principal
7. Develops screening and referral process	Principal
8. Maintains community resource file	Principal
9. Selects material for self and career awareness	Counselor
10. Determines student placement	Principal
11. Observes student behavior	Principal
12. Provides individual counseling	Counselor
13. Plans staff development: Re: children	Principal
14. Helps students with non-school problems	Counselor
15. Serves as final arbitrator in discipline	Principal
16. Establishes developmental classroom guidance	Counselor

V. CONCLUSIONS

1. The role of the elementary principal in Virginia is typically filled by a white male between the ages of 31 and 45 who holds appropriate state certification.
2. The majority of the elementary principals have had at least five years of elementary school administrative experience and between three and eight years of elementary teaching experience.
3. The typical elementary school is located in rural Virginia and contains grades K-5.
4. Enrollment of the typical elementary school is more than 350 students with the most frequent enrollment more than 550 students.
5. The majority of the elementary schools have between 11 and 25 classroom teachers.
6. Elementary principals perceive themselves as the educational leader in the elementary school, regardless of their experience, sex, race, or the location of their school.
7. There is substantial support among elementary principals for the the services of elementary school counselors.
8. Elementary principals who do not have counselors in their schools chose counselors as the most needed professional support personnel.
9. The elementary school counselor is viewed as the most valued support professional in the school with regard to the functions listed in this study.

10. There is less agreement on the role of the resource teacher than for any other support professional listed in the study.

VI. RECOMMENDATIONS

1. Financial resources should be provided to support the request of Virginia's elementary school principals for more elementary counselors.
2. Parents of elementary children and all concerned citizens should support elementary principals in their efforts to obtain funding for elementary school counselors.
3. Each elementary school should have the services of an elementary counselor.
4. Elementary teachers should have an elementary counselor available to them to assist in working with children and parents.
5. Elementary counselors should be available to assist in the early identification and remediation of exceptional children.
6. Elementary principals and teachers as well as their professional associations, should be more vocal in expressing the need for counselors in elementary schools.
7. The formal preparation of elementary principals should provide an understanding of the appropriate roles of professional support personnel as well as develop leadership skills that enable the effective functioning of these professionals in the elementary schools.

8. Authors of professional education textbooks should articulate the contemporary roles of professional support personnel in elementary schools.
9. Elementary counselors and other professional support personnel should articulate their team role for providing the most effective delivery of support services.
10. Counselors and their professional associations should articulate the elementary counselor's unique role in working for the overall development of all children.

SUPPORT SERVICES QUESTIONNAIRE
FOR
ELEMENTARY SCHOOL PRINCIPALS

Appendix A

I. Demographic Information

Please provide an answer to each of the questions or statements.

1. I am currently employed as an elementary school principal

full-time
 part-time

2. I hold an Elementary School Principal Certificate

Yes No

3. I am currently working toward an Elementary School Principal Certificate

Yes No

4. I am male female

5. I am black white other

6. My age is:

<input type="checkbox"/> 24 or younger	<input type="checkbox"/> 36-40	<input type="checkbox"/> 56-60
<input type="checkbox"/> 25-27	<input type="checkbox"/> 41-45	<input type="checkbox"/> 61-65
<input type="checkbox"/> 28-30	<input type="checkbox"/> 46-50	<input type="checkbox"/> 66 or older
<input type="checkbox"/> 31-35	<input type="checkbox"/> 51-55	

7. I had the following number of years teaching experience before becoming an elementary principal:

Years at the Elementary Level Years at the Secondary Level

8. The number of years I have been an elementary school principal is:

<input type="checkbox"/> This is my first year	<input type="checkbox"/> 4-5	<input type="checkbox"/> 11-15
<input type="checkbox"/> One	<input type="checkbox"/> 6-8	<input type="checkbox"/> 16-20
<input type="checkbox"/> Two	<input type="checkbox"/> 9-10	<input type="checkbox"/> 21 or more
<input type="checkbox"/> Three		

9. My school is located in the following setting:

Rural Urban
 Suburban Urban/Inner City

10. The grades included in my school are: _____.

11. The enrollment in my school is:

<input type="checkbox"/> Less than 100	<input type="checkbox"/> 251-300	<input type="checkbox"/> 451-500
<input type="checkbox"/> 101-150	<input type="checkbox"/> 301-350	<input type="checkbox"/> 501-550
<input type="checkbox"/> 151-200	<input type="checkbox"/> 351-400	<input type="checkbox"/> 551-600
<input type="checkbox"/> 201-250	<input type="checkbox"/> 401-450	<input type="checkbox"/> 601 or more

12. The number of full-time classroom teachers in my school is: _____.

13. The following professional personnel provide services in my school:

None <input type="checkbox"/>	Full-time	Part-time
Assistant Principal	<input type="checkbox"/>	<input type="checkbox"/>
Curriculum Specialist	<input type="checkbox"/>	<input type="checkbox"/>
Elementary Counselor	<input type="checkbox"/>	<input type="checkbox"/>
Nurse	<input type="checkbox"/>	<input type="checkbox"/>
Psychologist	<input type="checkbox"/>	<input type="checkbox"/>
Resource Teacher	<input type="checkbox"/>	<input type="checkbox"/>
Visiting Teacher/Social Worker	<input type="checkbox"/>	<input type="checkbox"/>
Other (Please specify) _____	<input type="checkbox"/>	<input type="checkbox"/>

14. If any of the professional personnel listed above are not available in your school, circle those that are needed.

II. Functions that may be implemented within your elementary school program.

Step 1: Please check under the column headed Principal all of those functions that only you as the elementary school principal should implement.

Step 2: Please check under the remaining alphabetized column headings the one support person who should assume primary responsibility for each of the remaining functions.

(Note: There will be only one check for each function; i.e., you will assume any given function to be yours, or it will be a primary function of one of the other seven support persons listed.)

Functions	Professional Support Personnel						
	Principal	Assistant Principal	Curriculum Specialist	Elementary Counselor	Nurse	Psychologist	Resource Teacher
1. Confer with parents of children with special problems.	—	—	—	—	—	—	—
2. Conduct small group counseling sessions with students.	—	—	—	—	—	—	—
3. Provide test interpretations to parents, teachers, and students.	—	—	—	—	—	—	—
4. Provide orientation programs to students and parents.	—	—	—	—	—	—	—
5. Identify exceptional children, including gifted children.	—	—	—	—	—	—	—
6. Assist students in handling difficult school-related problems.	—	—	—	—	—	—	—
7. Coordinate referrals to be handled by school personnel and/or outside agencies.	—	—	—	—	—	—	—
8. Develop and implement a preventive guidance program for all elementary school children.	—	—	—	—	—	—	—
9. Coordinate the school testing program.	—	—	—	—	—	—	—
10. Specify the role and function of classroom teachers in the instructional program.	—	—	—	—	—	—	—
11. Conduct a follow-up of students with receiving schools regarding preparedness and academic progress.	—	—	—	—	—	—	—
12. Work with parents individually and in groups to develop understanding of student growth, behavior, and educational programs.	—	—	—	—	—	—	—
13. Aid teachers in diagnosing student learning problems and developing strategies for remediation.	—	—	—	—	—	—	—
14. Develop an effective screening and referral process.	—	—	—	—	—	—	—
15. Maintain a current file of community resources.	—	—	—	—	—	—	—
16. Select and develop materials that promote student self and career awareness.	—	—	—	—	—	—	—
17. Determine the class placement of students.	—	—	—	—	—	—	—
18. Coordinate the development of the Individualized Educational Plan (IEP).	—	—	—	—	—	—	—
19. Observe student behavior in the classroom and other settings.	—	—	—	—	—	—	—
20. Provide individual counseling to students.	—	—	—	—	—	—	—
21. Plan and conduct staff development concerning student behavior and affective needs.	—	—	—	—	—	—	—
22. Help students in handling non-school problems.	—	—	—	—	—	—	—
23. Serve as the final arbitrator in student disciplinary matters.	—	—	—	—	—	—	—
24. Establish a developmental classroom guidance program.	—	—	—	—	—	—	—

If you would like to have a copy of the results of this survey, please provide the following information.

Name: _____

Address: _____

Thank you for completing the questionnaire.

Comments: (Please use other side of this page)

STAFFING

STANDARD C

Each School Shall Have Adequate Staff With Proper Certification and Endorsement.

Criteria:

1. The following shall be the minimum staffing in a middle or secondary school, based on school membership:

<u>School Membership</u>	<u>Principal</u>	<u>Assistant Principal</u>	<u>Librarian</u>	<u>Clerical</u>
1- 299	1	—	½	1
300- 599	1	—	1	1
600- 899	1	1	1	*
900-1199	1	1	2*	**
1200-1500	1	2	2	*

*The equivalent of one full-time additional clerical and/or secretarial person shall be provided for each additional 600 students beyond 200. In addition, a library secretary shall be provided when enrollment reaches 750 students and the second librarian when enrollment reaches 1000 students.

2. The following shall be the minimum staffing in an elementary school based on school membership:

<u>School Membership</u>	<u>Principal</u>	<u>Assistant Principal</u>	<u>Librarian</u>	<u>Clerical</u>
1- 299	½	—	Part-time	Part-time
300- 599	1	—	1	1
600- 899	1	½	1	1
900-1199	1	1	1	1
1200-1500	1	1	1	1

3. The principal of each middle school and each secondary school shall be employed on a 12-month basis, and principals of all schools shall be responsible for the instructional leadership of the school.
4. Guidance counselors shall be provided as follows:
 - a. Elementary schools may employ elementary school guidance counselors and are encouraged to do so wherever possible.
 - b. Each middle school shall have at least one full-time guidance counselor for the first 400 students and shall provide one period of counseling for each additional 75 students or major fraction thereof.
 - c. Each secondary school shall have at least one full-time guidance counselor for the first 350 students and provide one period of counseling for each additional 70 students, or major fraction thereof;

- d. Each secondary school with 350 or more students and each middle school with 400 or more students shall employ at least one member of the guidance staff for 11 months.

At the discretion of local school authorities an alternative staffing plan (Criteria 1-4) may be developed which ensures that the services set forth in these standards are met. Any locality electing to exercise this option shall develop a written policy approved by the division superintendent and local school board and shall submit it to the Department of Education for approval. An alternative staffing plan which reduces the number of staff positions will not be acceptable.

5. Teachers in departmentalized programs in grades 6 and/or 7 may be endorsed in the appropriate grade level or in specific subject areas assigned. Teachers in departmentalized programs in grades 6-8 with a middle school endorsement (4-8) shall be assigned according to their area(s) of concentration.
6. The ratio of pupils in Average Daily Membership in elementary schools to certified instructional personnel shall be that which is required by the *Standards of Quality*.
7. The maximum number of students in Average Daily Membership per certified classroom teacher for grades K-3 shall be that which is required by *Standards of Quality*.
8. The maximum number of students in Average Daily Membership per certified classroom teacher for grades 4-7 in elementary schools shall not exceed 35.
9. Each middle and secondary school shall have a student-teacher ratio (based on full-time equivalent teachers and excluding administrators, librarians, and guidance personnel) which does not exceed 25-1. Persons teaching less than full-time are considered part-time and are equated by the number of periods taught.
10. Middle school teachers with a 7 period day may teach 30 class periods per week provided all teachers with more than 25 class periods per week have 1 period per day unencumbered of all teaching and/or supervisory duties.
11. No secondary teacher shall teach more than 25 class periods per week, except teachers of block programs and teachers of very small classes. Teachers of block programs with no more than 90 student periods per day may teach 30 class periods per week. Teachers who teach very small classes may teach 30 class periods per week provided the teaching load does not exceed 75 student periods per day.
12. Middle or secondary school teachers shall teach no more than 750 student periods per week, except that physical education and music teachers may teach 1,000 student periods per week.

13. Every effort shall be made to provide staff members with an unencumbered lunch period.
14. The number of students in special and vocational education classrooms shall comply with regulations issued by the Department of Education.
15. The school plant and grounds shall be kept safe and clean. Custodial services shall be available as necessary for health and safety.
16. Students and staff shall share in the responsibility for care of buildings and grounds.
17. Health services, as determined by the local school board, shall be provided to care for students who become ill or injured during the school day.
18. The services of school psychologists, visiting teachers, and/or school social workers shall be available, as necessary, to comply with regulations of the Board of Education.

DELIVERY OF INSTRUCTION

STANDARD E

The Staff Shall Provide Instruction Which is Educationally Sound in an Atmosphere Which is Conducive to Learning and in Which Students are Expected to Achieve.

Criteria:

1. An atmosphere of mutual respect, courtesy, and a genuine concern for all students in the learning environment should be maintained.
2. Staff members shall serve as personal models for effective communication through language usage, grammar, and spelling.
3. Daily teaching objectives shall be established that:
 - a. Identify and inform students of the learning expected;
 - b. Keep students engaged in learning tasks;
 - c. Allow the teacher to spend the maximum time possible in the teaching/learning process by keeping disruptions, clerical responsibilities, and student absences (out-of-class time) to a minimum.
4. The staff shall provide for individual differences through the use of varied materials and activities suitable for students with different interests and abilities.
5. The staff shall assess the progress of students and report to student and parents by:
 - a. Evaluating students' work promptly and constructively;
 - b. Certifying whether each student has mastered appropriate learning objectives.
6. The staff shall demonstrate a high expectation of learning for all students.
7. Classroom activities shall be structured and monitored to minimize disruptive behavior.
8. Inappropriate behavior shall be responded to quickly and consistently without demeaning the student responsible for the behavior.
9. Guidance programs and services shall be provided at appropriate grade levels, K-12, to achieve the following:
 - a. Ensure that individual curriculum planning is provided to assist each student to select appropriate courses;

- b. Provide opportunities for parents, teachers, and other adults to participate in planned activities which encourage the personal, social, educational, and career development of students;
 - c. Include employment counseling and placement services to furnish information relating to the employment opportunities available to students graduating from or leaving school;
 - d. Provide for the coordination of a testing program which includes orientation to test-taking, use of test data, and the interpretation and use of student records data;
 - e. Provide for the evaluation of the guidance program by the principal, counselor(s), staff, and parents;
 - f. Ensure that at least 60 percent of the guidance staff's time shall be devoted to counseling of students.
 - g. Ensure that each student has a balanced program of studies each year, including at least one mathematics or laboratory science course in the 11th or 12th grade.
 - h. In elementary schools not employing guidance counselors, appropriate guidance services may be provided by classroom teachers or other staff members.
10. The library media center shall be organized as the resource center of the school and shall provide a unified program of media services and activities for students and teachers before, during, and after school. The library media center shall have the following characteristics:
- a. An average monthly circulation equal to at least 60 percent of the school membership;
 - b. Schedule that provides for library utilization by all students;
 - c. A policy for the selection and evaluation of all instructional materials purchased by the school division, with clearly stated procedures for handling challenged controversial materials;
 - d. Cataloging of all library media in the school, which promotes accessibility and ease of retrieval, including a functional loan system, an annual inventory of materials and equipment, and a procedure for screening and discarding media;
 - e. An information file that reflects curriculum needs and contains pamphlets, clippings, pictures, and information about local resources;
 - f. A minimum of two complete sets of encyclopedias, one of which has been copyrighted within the last five years;
 - g. An unabridged dictionary and abridged dictionaries;

- h. Newspaper subscription(s) providing daily, local, state, and national news;
 - i. Fifteen subscriptions to periodicals for elementary schools and 25 subscriptions for middle and secondary schools which are pertinent to various phases of the school program;
 - j. A current and accessible professional library in each school or in a centralized instructional media center in the school division;
 - k. Nonbook materials such as prints, charts, posters, recordings (disc and tape), filmstrips, multimedia kits, models, study prints, slides, transparencies, videotapes, videodiscs, computer software, maps and globes which are carefully selected to meet the needs of the instructional program.
11. Book requirements (20% of which may be nonprint instructional material) for each library media center shall be as follows:
- a. 10 books per student in elementary schools;
 - b. In middle and secondary schools a basic collection of 1,000 well-selected titles, (In schools with more than 150 enrolled there shall not be fewer than 7 books per student).
12. Fifty percent of the minimum basic collection shall be available for circulation during the first semester in a new school seeking accreditation.
13. Services of the library media center shall be documented in the State Annual Instructional Media Report which includes circulation statistics, financial expenditures, collection and equipment inventories, and staff personnel.
14. Librarians shall be involved in curriculum planning with teachers and administrators.
15. Each school shall have necessary equipment to support utilization of audiovisual materials.

1982 REGULAR SESSION

LD4108137

1 SENATE JOINT RESOLUTION NO. 69

2 Offered February 1, 1982

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

6 _____
7 Patron—Walker

8 _____
9 Referred to the Committee on Rules

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

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

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

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

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

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

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

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

35