A PLAN FOR THE REGIONAL EXTENSION OF GUIDANCE
SERVICES TO CLASS C PUPILS
IN SOUTHERN MONTANA

BY
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Submitted in partial fulfillment of the requirements for the Master of Education degree
Montana State College
August, 1961
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CHAPTER I
INTRODUCTION

Guidance services in the United States have become increasingly important. Most of the larger schools in the state of Montana have established guidance programs, yet the smaller schools of Montana find it difficult to hire qualified guidance personnel. It was felt that by extending guidance services among high schools in a particular geographical area, guidance procedures would be improved and a more cooperative guidance would be produced.

The extension of guidance services would mean that two or more school boards would hire one counselor to provide guidance services to pupils in specified school districts rather than in one particular school.

Statement of the Problem

The purpose of this study was to investigate the feasibility of extended guidance services in the state of Montana and to suggest a plan for regional extension of guidance services for secondary Class C schools in the state of Montana.

It was hoped that this study would reveal a partial solution to the difficult problem of hiring qualified guidance counselors in the Class C schools of southern Montana.

Procedure

The procedure of this investigation were as follows: (1) An examination of the literature available in the library of Montana
State College to determine what an adequate guidance program should include, (2) to examine practices of guidance extension in states in the Pacific Northwest to determine if these states had specific plans for regional extension of guidance services, (3) to develop a plan, based on the examination of existing programs of extended guidance services, whereby guidance services could be extended to Class C schools in southern Montana.

Limitations

This study was limited to an directed towards a particular area within the state of Montana and the states bordering Montana.

Examination of literature was limited to facilities of the library of Montana State College. Examination of extended guidance services was confined to the states of Oregon, Washington, Idaho, North Dakota, South Dakota, Wyoming, and Montana.

The study was limited to Class C schools of southern Montana, defined by the Montana High School Association as all high schools in the state of Montana which were smaller than the 26 to 29 largest schools by enrollment. This classification was made on the basis of athletic participation among schools. For the purpose of this study, Class C school are those schools having an average enrollment of approximately 125 students.

Southern Montana is defined as that area of Montana south of a line drawn east to west through Lewistown.

Chapter II presents a review of literature concerning the guidance program and extended guidance services.
CHAPTER II

REVIEW OF LITERATURES

The review of literature was made to determine what an adequate guidance program should include and to present the background and findings of investigations of extended guidance services in other states.

Koos and Kefauver\(^2\) indicated the multiplicity of problems of guidance in the following statement:

Problems of guidance have become of increasing moment in the modern secondary school. The growing diversity of the program of the school, the greater variability of the capacities, interests and objectives of the students, the augmented complexity of vocational activities in and out of school and the improved understanding of the needs and problems of students have stimulated the development of systematic programs of guidance in many schools. With this development of guidance has come a large body of practices, measures, investigations, and theory which must be considered in any effort to realize the possibilities of guidance.

Guidance practices and procedures have continually been improved, but the basic definitions and elements of guidance have not changed. An adequate basic system of guidance for the secondary school has been defined as a set of services designed to aid the individual to determine, analyze, and understand his interests, abilities, limitations, opportunities, problems, and needs.\(^3\) These services should incorporate the following:\(^4\)


\(^4\)Ibid., p. 113.
1. Administrative leadership and active support of the guidance program.

2. A competent person designated to head the program. This person will coordinate the contributions and responsibilities of various individuals and groups.

3. A qualified counselor or counselors to assist pupils, teachers, staff members, administrators and others to better meet individual contacts.

4. Teachers who understand the nature of pupil's problems and contribute to their solution through group, classroom and individual contacts.

5. Contribution and cooperation from parents, employers, community organizations and specialists, such as doctors, psychiatrists and referral agencies.

The organizational pattern for providing services is primarily a staff function as it relates to the entire organization and work of the school, but there should be sufficient authority within the program to insure efficient operation and proper coordination within the program and with other school and extra-school activities. Figure 1 represents a plan of organization of guidance services for a secondary school.

The particular type of services offered by a program of guidance services will vary from school to school, but in general, they

\[5\text{Ibid., p. 11.}\]
Figure 1. Basic Plan of Organization for Guidance Services in a Secondary School.*

*Ibid., p. 12.*
have been suggested by Wrenn and Dugan7 as:

1. Orientation for new students.
2. Keeping a cumulative file on each student.
3. Inclusive counseling of all students.
5. Health services either within the school or provisions for out of school referral.
6. Job counseling and job placement for all students.
7. College material readily available for all students.
8. Evaluation of the program through self appraisal by personnel within the program and follow-up studies of as many individuals as is possible.

The most important aspect of providing guidance services was that of administrative leadership and cooperation, as was indicated by the following statement from the Illinois Board for Vocational Education: 8

"An effective organization of guidance services requires that the personnel involved have a clear understanding of their respective duties and responsibilities."

One authority9 pointed out the following objectives of guidance services, assuming that they would be in harmony with the goals and

8State of Illinois Board for Vocational Education, op. cit., p. 117.
9Ibid., p. 118.
objectives of schools and other organizations concerned with developing effective guidance programs:

1. Effective programs of guidance services should be available through the schools of the state for all pupils and out-of-school youth.

2. Cooperative procedures should be developed between the schools and other resources for providing competent and effective guidance services.

3. Guidance services should not be restricted to specific problems or limited areas, but should be concerned with all needs which would normally be considered to fall under the purview of guidance services.

4. The program of guidance services should be concerned with the welfare of the individual as long as it has any occasion for contact with him, or as long as he desires to call on it for assistance.

5. The program should provide a continuity of services throughout all grade levels of the school system, between schools, and between school and outside school activities and resources.

6. The services of fully qualified and completely competent counselors should be provided for all pupils and out-of-school youth.

7. The services of well trained guidance workers, administrative support, and contributions of faculty members should be provided for the guidance program.

8. There must be effective parent and community cooperation with the guidance program in the interest of the welfare of individual pupils.
Review of Extended Guidance Services

The beginnings of guidance in the United States were traced to 1908 by Jones who stated:

The organized guidance movement began in this country with an attempt to give assistance in selecting a vocation and in securing a job. It is generally recognized that the first step in this development was the organization of the Boston Vocational Bureau, in 1908. This bureau was organized on plans developed by Frank Parsons, who, with Meyer Bloomfield, is recognized as the founder of the guidance movement. In 1909, Professor Parsons became director of the Breadwinners Institute, which was a branch of the Civic Service House. Meyer Bloomfield was director of the Civic Service House. Thus, the two men worked in close association with one another. In his work as director, Professor Parsons gave direct vocational assistance to many men and women. He had thus laid the basis for the Vocation Bureau in his work in connection with the Breadwinners Institute. In the first report of the Vocation Bureau, Professor Parsons used the term "vocational guidance" with almost the same significance as that now accepted. "The Vocational Bureau is intended to aid young people in choosing an occupation, preparing themselves for it, finding an opening in it, and building a career of efficiency and success."

As early as 1914, Betts and Hall found a sharing of staff members between small rural schools. Small school consolidation during this period caused the lessening of extended educational services among small schools.

Brewer, reporting on one of the first plans of regional extension of guidance services, gave the following history:

Craven County, North Carolina, began extensive plans for guidance before 1920; R. S. Proctor was the county superintendent.

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Latham Hatcher as president and director of the Alliance for Guidance of Rural Youth, a national organization for the improvement of educational and social conditions, worked out and proposed a co-operative plan for Craven County, and two field workers were engaged to organize guidance. They journeyed throughout the county, helping rural teachers with literature, lesson plans, demonstration projects, surveys, and the like. The effort included case studies, individual counseling, occupation surveys, questionnaires, classes in occupational information, and conferences for the preparation of rural teachers to carry on the work.

The principal effect of the work in the region itself was the stimulus given to the teachers to recognize the problems of individuals and to give due regard to their specific needs. An exhibit of materials was loaned in several parts of the county.

In 1934 the Alliance undertook similar work in Breathitt County, Kentucky. A number of conferences including school people and others were held and materials based on occupational and social conditions were prepared. Out of these grew the preparation of illustrative lessons for the use of teachers and counselors. The National Occupational Conference participated in the guidance work in Breathitt County, and Wilbur I. Gooch, Franklin J. Keller, and others took part in the surveys and the conferences. Special provision was made in this plan for the preparation of teachers for the guidance work.

As an outgrowth of this project similar conferences were held Harlan County and other localities both in Kentucky and Tennessee.

In New York State, Rockland County began, in 1931, a comprehensive and effective plan which is an excellent example for rural areas.12

Whitcomb13 reported a program of shared educational services in twenty-two schools in New York. Shared services were defined as "those specialized services provided cooperatively and shared jointly by two or more schools when each local school district alone is not large enough to finance and use such services effectively." The shared services were of two major types, personnel and equipment and materials.


The plan was "steeped" in administrative cooperation and consisted of shared personnel in the following areas: (1) music, (2) guidance, (3) physical education, (4) audio-visual education. Whitcomb concluded that the plan of shared personnel and facilities was only one of several educational innovations which was adding successfully to improved education of all youth in New York.

In reviewing specific plans of extended guidance practices in states in the Pacific Northwest, the writer found through letters of inquiry that there were no plans of extended guidance in Wyoming, Idaho, South Dakota, and Oregon. It was found that Washington operated extended guidance services in several large city school systems. North Dakota and Montana both operated extended guidance programs in small schools having a proximity to each other. These are discussed in the following sections.

North Dakota

North Dakota operated five extended guidance programs during the 1960-61 school year. Information concerning the planning and development of these programs was limited, but it was found that a guidance counselor was employed by two schools in each of the five programs. All but one of the counselors stated that their particular system had not been in operation long enough to draw any conclusions or make any recommendations.


15 Replies to letters of inquiry sent to extended guidance counselors in North Dakota, August, 1960.
The one report received concerned the schools at West Fargo and Kindred, North Dakota. Gerhardson stated that the programs at West Fargo and Kindred did not develop equally. He felt that the program at West Fargo became effective within a very few months, whereas the program at Kindred never did develop adequately. Gerhardson stated the following reasons for this problem:

1. The unequal distribution of time. Four-fifths of the available time was spent at West Fargo and only one day per week was spent at Kindred. Because of this arrangement, Gerhardson felt he was never at the school in which he was needed and he did not become sincerely acquainted with the students at Kindred.

2. He felt that, although Kindred was a small and friendly community, he was not accepted with the understanding he received in West Fargo.

Gerhardson's recommendation was that a small school such as the one at Kindred should be provided with more of the counselor's time and services, or should select from the staff a competent person who could be trained to become a guidance counselor.

Montana

Two programs of regional extension of guidance services were in operation in Montana during the 1960-61 school year.

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16 Personal letter written by Mr. Marvin Gerhardson to the author on September 9, 1960.
Mattson, reporting on the plan of extended guidance services in the Culbertson, Brockton, Bainville, and Froid school systems, stated that the program was instituted through cooperative administrative leadership. The counselor found that each community was different in its interpretation of guidance services. His services were accepted enthusiastically by students, teachers, and the communities. He was able to provide adequate guidance services through close contact with all students in each community. Criteria for evaluation was based on prior guidance practices and it was concluded by all concerned that the extended program was much more adequate than previous individual school programs.

Fostvedt reported that during the 1959-60 school year, the Highline Superintendent's Association met. This is an organization of school superintendents in Northern Montana. It was proposed by Lewis, of Rudyard, and Copenhaver, of Joplin, that a cooperative guidance program be developed for schools in the area. As a result, Chester, Joplin, and Rudyard developed a program which provided for one guidance counselor to operate among the three schools during the year 1960-61. The counselor's salary was shared by the districts on a proportionate basis.


18 Stated by Mr. Donald Fostvedt in an interview with the author at Montana State College on July 13, 1961.
of students enrolled. Payment of mileage was divided equally by the three schools.

The one disadvantage to this plan was that the counselor had teaching duties in addition to providing guidance services. The program was enthusiastically accepted in all communities once the purposes of the program and guidance in general were understood by students, faculty, and community.10

At a meeting of the Highline Superintendent's Association during the 1960-61 school year, Postvedt, of Kremlin, proposed that, on the basis of the success of guidance extension in the Chester, Joplin, and Rudyard systems, a plan for extended guidance services by instituted for Kremlin, Hingham, Gildford, and Inverness. The group concluded that program of extended guidance services would be instituted in the Kremlin, Hingham, and Gildford systems and that Inverness would be added to the Chester, Joplin, and Rudyard program because of geographical location. It was felt by the group that the present counselor in the Chester, Joplin, Rudyard, and Inverness program be employed full-time for this purpose, and that the counselor employed at Kremlin, Gildford, and Hingham be employed on a part-time guidance basis. Salaries, equipment for the operations, and mileage payments would be shared by the participating schools in each program. A counselor was hired for each program of extended guidance services.

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10 Personal letter written by Mr. Richard C. Mattson to the author on July 31, 1961.
Mattson, related that the development of the Montana plans of regional extension of guidance services were based upon suggestions of Mr. Dolf Jennings, Director of Montana Guidance Services, who observed similar programs in Kansas. According to Randel, systems of extension, not only in the field of guidance, but in other educational areas as well, have been in operation in Kansas for some time. Because of the great number of small schools, close geographical concentration of these schools, and legislative provisions for these types of programs, Kansas has met with considerable success in plans of regional extension of educational services.

On the basis of this review of literature, a plan for extended guidance services has been developed and is presented in Chapter 3.

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20 Personal letter written by Mr. Richard C. Mattson to the author on July 31, 1961.

21 Stated by Mr. Ira Randel, School Superintendent at Bison, Kansas, in an interview at Montana State College on August 1, 1961.
CHAPTER III
A PLAN FOR THE EXTENSION OF GUIDANCE SERVICES IN SOUTHERN MONTANA

Through the institution of plans for cooperative guidance programs in Class C schools in particular areas of Montana, the expense of small school operation could be reduced with improved, rather than poorer, services.

A plan, based on the plans of regional extension of guidance services in operation, was devised for Class C schools in southern Montana.

Areas of selection

It was felt that several areas of southern Montana could profit by a plan of extended guidance services. It was decided that the towns of Belgrade, Manhattan, Three Forks, and Willow Creek would be used in the proposal of the plan. The schools in these towns would then serve as an example for other areas in southern Montana having similar situations.

The Plan

Since the basic leadership in establishing a guidance program begins with cooperative administrative leadership, it would be necessary that the administrative leaders in Belgrade, Manhattan, Three Forks, and Willow Creek meet to form plans for a program of extended guidance services.

The extension of guidance services to these four schools would involve a travel distance of twenty-six miles, and the services would be available to approximately 450 to 500 students, depending on
variations in enrollment in the schools. One guidance counselor could handle the needs of the students in the four schools if he were centrally located, probably in Manhattan. The guidance counselor's time in the four schools would be divided proportionately among the schools, according to the enrollment at each school. This would be arranged so that the counselor would spend an average of one day per week in each school.

Equipment for the provision of guidance services in the four schools could be located at the school having the closest proximity to the others. Financial contributions to the program would be administered by the centrally located school and would be drawn from each of the other participating schools on the basis of the number of students served in each school. The counselor would be concerned with the program on a full-time counseling basis and would be responsible to the administrator of the school in which he was working at any particular time. He would be responsible to the administrators of the four schools as a group only in the over-all policies and functions in relation to the program. His salary and allowance for equipment would be predetermined by the school superintendents. He would also use his personal automobile for travelling among the schools. He would be remunerated on the basis of miles travelled. Figure 2 represents an organizational chart for the program of extended guidance services.

Advantages of the Plan

The advantages of a plan for regional extension of guidance services to small schools would seem to be numerous and varied.
Figure 2. Organizational Chart for a Program of Extended Guidance Services.
The following list indicates the advantages in extended guidance services for schools having a proximity to each other:

1. The administrators of the small schools concerned would have a chance to meet in other than competitive circumstances to cooperate in developing the extended guidance program.

2. The schools involved would have an opportunity to cooperate to hire a better qualified counselor than could be arranged by separate counselor employment at each participating school.

3. The financial contribution for the program would be shared on a pro-rata basis among the participating schools, thus reducing the cost of providing facilities and materials separately in each school.

4. The schools would eventually tend to realize a more harmonious attitude toward each other when the realization that student problems, teacher problems, and curriculum problems are much alike among schools.

Disadvantages of the Plan

The following are problems which must be considered in the development of the extended program:

1. Local autonomy must be overcome. The schools would need to develop a spirit of cooperation rather than individualism.

2. The school at which the counselor was headquartered could not monopolize the counselor's time nor the services provided.

3. Time scheduling for the counselor must be agreed upon to the satisfaction of all concerned.

4. The counselor would need to present and have accepted a uniform testing program for all schools.
5. Each community served must realize the importance of the guidance services, so that the extended program can develop successfully in all communities served.

A summary together with conclusions and recommendations is presented in Chapter 4.
CHAPTER IV

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The purpose of this study was to investigate the feasibility of a plan for the regional extension of guidance services in Class C schools in southern Montana. The procedures in the study were to examine the literature to determine the content of an adequate guidance program, to investigate extended guidance services elsewhere, and to suggest a plan for the regional extension of guidance services.

Summary

The review of literature revealed that problems of guidance have become increasingly important in modern secondary schools. Practices and procedures of providing guidance services have not considerably changed in the past few years. Guidance services have been designed to help the student understand his potentialities and consist of competent, qualified, and cooperative contributions from all personnel concerned with the development of the program. An adequate guidance program should maintain specific goals and methods of evaluation.

Programs of extended guidance services are few in number. However, five systems in North Dakota and two in Montana were in operation during the 1960-61 school year. A plan for an additional three-school cooperative system in Montana on the Highline was devised for the 1961-62 school year.

A plan of extended guidance services was developed and directed towards the Belgrade, Manhattan, Three Forks, and Willow Creek region in southern Montana. Under this plan, guidance services would be available.
to approximately 450-500 school pupils. The plan calls for a cooperative meeting of school administrators in the area. A qualified guidance counselor would be employed and located centrally in one of the four schools. His salary, provision for equipment, and mileage payments would be administered by the centrally located school. Financial contributions, based on students served, would be made by the participating school districts.

The advantages of the suggested Belgrade, Manhattan, Three Forks, and Willow Creek plan of extended guidance services would be numerous. Better cooperation among schools, more qualified counseling, financial improvement, and better harmony in other areas of school relations would result.

Problems of local autonomy, monopolization of services, time scheduling, and community acceptance must be faced in order that the plan of extended guidance services would work effectively.

Conclusions

It was concluded that plans of regional extension of guidance services to small schools have been instituted and found to have worked effectively in sparsely populated areas. The desirable solution to the problem of providing guidance services would be to have each school develop its individual guidance program but, it was felt that on the basis of this study additional plans of regional extension of guidance services could be developed feasibly within the state of Montana and other areas having like problems.
Recommendations

It is recommended, as a result of this study, that similar studies on the possibility of extended guidance services should be made in other areas within the state of Montana having a similar problem with regard to guidance services.
BIBLIOGRAPHY


APPENDIX
Appendix A: Letter from Calvin Pool

The State of Washington
Department of Education
Olympia, Washington
August 11, 1960

Donald K. Kyle
107 West Geyser
Livingston, Montana

Dear Mr. Kyle:

In regard to your letter of August 9, I regret to say that Washington does not have any published material on the sharing of counselors by two or more districts.

The practice does exist in some of the larger city systems but there is no available data as to the extent.

Enclosed is a list of our counselors that you may wish to correspond with in developing this data.

If I can be of further service, please do not hesitate to contact me.

Sincerely,

Calvin Pool
Supervisor of Guidance Services
Olympia, Washington
Appendix B: Letter from James D. Mathison

Department of Public Instruction
Bismark, North Dakota
August 10, 1960

Mr. Donald K. Kyle
107 West Geyser
Livingston, Montana

Dear Mr. Kyle:

Under the North Dakota Title V-A Program for Guidance and Counseling there were six multiple district units operating during the 1959-60 school year, and all but one of these will be operating during the next school year.

These programs were staffed with qualified full-time counselors, and the counselor-pupil ratio ranged from 300-500. The average budget for these programs was around $36,000 including salary, clerical help, equipment, materials, and travel.

From all reports the programs made a good initial start and were well received at the local level. However, until further evaluation has occurred we cannot say whether this type of arrangement will be the recommended pattern for future guidance development in the smaller school.

I have listed, on the attached sheet, the schools and counselors involved in the multiple district programs, and I am sure you can get more information directly from them.

Sincerely,

DEPARTMENT OF PUBLIC INSTRUCTION

JAMES D. MATHISEN
Director of Guidance Services
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<th>School</th>
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