

The Merrill Counseling Series

5TH EDITION

# TRANSFORMING THE SCHOOL COUNSELING PROFESSION

BRADLEY T. ERFORD



*Fifth Edition*

# TRANSFORMING THE SCHOOL COUNSELING PROFESSION

**Bradley T. Erford**

*Peabody College at Vanderbilt University*



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*This effort is dedicated to The One: the Giver of energy, passion,  
and understanding; Who makes life worth living and  
endeavors worth pursuing and accomplishing;  
the Teacher of love and forgiveness.*

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# PREFACE

Myriad societal changes have created significant academic, career, and personal/social developmental challenges for today's students. A short list of these challenges includes high academic standards; suicide; substance abuse; technological changes recasting future labor-force needs; violence in schools, homes, and communities; and high-stakes testing. The prominence of these and many other challenges that confront children and youth today makes professional school counselors more essential than ever to the missions of schools.

In the past, many educators have viewed school counseling as an ancillary service. More recently, due to national school reform and accountability initiatives, school counselor leaders have encouraged professional school counselors in the field to dedicate their programs to the objectives of the school's mission, which typically focus on academic performance and the achievement of high academic standards by all students. Without question, school counseling programs with curricula emphasizing affective skills associated with academic performance help students become motivated to perform, "learn how to learn," and cope with the challenges of our diverse and changing world. Historically, professional school counselors have focused on career and personal/social needs as ends in themselves.

This new focus on academic performance in support of a school's educational mission is necessary to win the respect of school reform advocates and achievement-focused educators. Thus, professional school counselors must ensure that evidence-based, comprehensive, developmental school counseling programs address career and personal/social issues with the end goal of removing barriers to, and improving, educational performance. To accomplish this goal, however, professional school counselors must develop programs offering a broad range of evidence-based services aimed at the increasingly diverse needs of systems, educators, families, and students. *Transforming the School Counseling Profession*, Fifth Edition, was written to help to accomplish this goal.

Designed as an introduction to the school counseling profession, this book may also serve as a school counseling program development resource. Its goal is to inform the reader about how the seemingly diverse roles of the professional school counselor fit together in a comprehensive manner. Some topics are treated more thoroughly than others. Whereas most school counselor educational programs offer entire courses on some of these topics, others are barely touched on before students encounter them in

the field. This book will help school counselors in training to prepare for their entry into a career as a professional school counselor and to avoid mistakes. Experienced professional school counselors and counselor supervisors interested in new ideas may also find the book stimulating in its offering of new perspectives and detailed descriptions aiding program development. At times both idealistic and futuristic, the authors attempt to be realistic and practical as well, while pointing out more effective methods. Although our goal is primarily to educate the reader, we also seek to provoke discussion among professional school counselors, school counselors in training, school counselor educators and supervisors, and the broader educational community.

## ORGANIZATION OF THE TEXT

*Transforming the School Counseling Profession*, Fifth Edition, begins with a concise synopsis of the history of the profession, highlights issues that will determine its future course, and concludes with an explanation of 10 roles emerging from the current school counseling literature that must be considered to effectively implement an evidence-based, comprehensive school counseling program. In Chapter 2, I summarize the *ASCA National Model* (2012), its various components, and its application to school counseling. Chapter 3 offers a glimpse of current barriers to effective implementation of a school counseling program and presents a vision for the 21st century. Patricia J. Martin, formerly of the College Board and the Education Trust's Transforming School Counseling Initiative, presents some interesting perspectives on how to remove barriers to academic performance. This is followed in Chapter 4 by Vivian V. Lee of Johns Hopkins University and formerly of the College Board and Gary E. Goodnough of Plymouth State University, who summarize the planning and implementation of a systemic data-driven school counseling program.

Chapters 5 and 6 focus the reader's attention on discovering what works in school counseling. Chapter 5 explores the many facets of school counseling accountability, including needs assessment, program evaluation, service assessment, outcomes evaluation, and performance appraisal. School reform movements around the United States have made accountability a critical element in all educational components, and professional school counselors are wise to become knowledgeable leaders in this area. Chapter 6 provides a concise summary of school

counseling outcomes research, concluding that, although little research is available, existing research is generally supportive of school counseling services.

The next few chapters provide foundational support for understanding ethical, legal, and advocacy issues in school counseling. In Chapter 7, Lynn Linde of the American Counseling Association (ACA) focuses on the importance of ethical, legal, and professional issues related to the practice of school counseling. Chapter 8 answers the question “What does a multiculturally competent school counselor look like?” The cases and questionnaire provided are certain to provoke interesting classroom discussions. Chapter 9 provides practical, down-to-earth advice on leadership in schools and how to advocate, and teach others to advocate, for academic success and social equity. This chapter focuses on the professional school counselor as leader and as academic and social advocate, and it is an exciting addition to school counseling literature and practice.

Beginning with Chapter 10, the how-to of comprehensive and data-driven school counseling programs takes shape. Rachelle Pérusse, Jennifer Parzych, and I expand on the curriculum development and implementation processes in Chapter 4 and extend into the classroom guidance component of a developmental program. Chapter 11 focuses on school counselor competencies to promote academic and college access for every K–12 student. We need to promote access to rigorous academic coursework from the early years of elementary school to ensure that every student is college and career ready by graduation. In Chapter 12, Spencer (Skip) G. Niles of the College of William and Mary and I expand on the career-planning component of a comprehensive program that, although historically a focus in high school, has received greater emphasis recently in K–8 curricula. Chapter 13 provides a basic introduction to the individual and group counseling components of a comprehensive program, and Chapter 14 reviews the importance of consultation and collaboration, setting the stage for systemic collaboration and parent/guardian/community outreach.

The next chapters review some of the essential and emerging issues in education and school counseling. No discussion of school counseling would be complete without some attention to violence and bullying in the school and community and to students with other complex problems. Chapter 15, authored by Vivian Lee, Elana Rock, and me, focuses on systemic solutions, as well as assessing and counseling youth with complex problems through just such systemic solutions, while also addressing the development of conflict resolution and peer mediation programs in schools to combat violence and enhance interpersonal communication and problem solving.

Elana Rock of Loyola University Maryland and Erin H. Leff, a lawyer who specializes in education law in Baltimore, provide an exceptionally comprehensive look in Chapter 16 at the professional school counselor’s role in meeting the needs of students with disabilities, providing sufficient justification to protect the counselor from being overused in the special education process while providing enough information to allow professional school counselors to advocate for the needs of these students. An excellent introduction to mental and emotional disorders is provided in Chapter 17. Although professional school counselors may not diagnose these conditions in their workplace, knowledge of the medical model and characteristics of mental and emotional disorders will surely facilitate appropriate referrals, liaising with mental health practitioners, and integration into the school environment of students with mental and emotional disorders. It also serves as a reminder that school counselors are often the only mental health counseling provider in a school, and they need to strive to meet the mental health counseling needs of all students.

*Transforming the School Counseling Profession* seeks to be more than just an introductory text. Its purpose is to strike a chord with professional school counselors and school counselors in training all around the world and to lead the professional practice of school counseling in new and exciting directions that will benefit students, educators, parents, and the entire community. Professional school counselors can and must provide advocacy, leadership, and support in the school reform and accountability movements, helping to ensure that no student falls through the cracks.

## WHAT’S NEW IN THIS EDITION

The school counseling profession is changing rapidly, and the purpose of this revision is to accurately reflect these changes in practice and the extant literature, as well as to provide direction and leadership for future practice and scholarship. In this fifth edition of *Transforming the School Counseling Profession*, readers and instructors will note the following changes:

- This edition fully conforms to the 2016 CACREP standards and has been fully updated to reflect changes in the *ACA Code of Ethics* (ACA, 2014), *ASCA Ethical Standards* (ASCA, 2016a), and American Psychiatric Association’s DSM-5 (APA, 2013).
- Revisions have been made to Chapter 2, “The ASCA National Model: Developing a Comprehensive, Developmental School Counseling Program,” which

provides an overview of the third edition of the *ASCA National Model* (ASCA, 2012) and how it can be applied to practice in the schools to include ASCA's *Mindsets and Behaviors* (ASCA, 2014a).

- Greater standardization of ancillary features is found in nearly every chapter. Most chapters contain incorporated “Cultural Reflection” features, which provide reflective questions aimed at getting counselor trainees to consider how every topic in this book requires culturally sensitive modifications and consideration in implementing the transformed role. “Theory into Practice” features provide brief passages written by professional school counselors that demonstrate real-life examples of practitioners applying the theory and concepts covered in the chapter to actual practice venues, thus providing students with concrete applications, along with “Voices from the Field” features. Activities are included at the end of every chapter.
- As a result of updating the literature, more than 50% of the fifth edition's references are as recent as 2010.
- Revisions have been made to the PowerPoint slides available to instructors and the test questions provided in the Instructor's Manual, and the book is fully aligned with Pearson's MyLab Counseling materials.

## SUPPLEMENTAL INSTRUCTIONAL FEATURES

Supplemental to this book are pedagogical tools helpful to school counselor educators choosing to use this book as a course textbook. The companion Instructor's Manual contains at least 50 multiple-choice questions, 20 essay questions, and 15 classroom or individual activities per chapter. In addition, a comprehensive Microsoft PowerPoint presentation is available from the publisher for counselor educators to use or modify for classroom presentations.

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This book is dedicated to the tens of thousands of professional school counselors and school counselors-in-training who struggle daily to meet the seemingly ever-expanding needs of the students, families, educational colleagues, and communities they serve. This dedication extends to the thousands of counselor educators and supervisors who have devoted their lives to their profession, colleagues, and students. Thank you for making this a profession to be proud of! I especially want to thank the authors of this and previous editions who contributed their perspectives and words of wisdom. They are all true experts in their specialty areas and are truly dedicated to the betterment of the



profession. It is an honor to work closely with such an august group of scholars. Rebecca Fox-Gieg and Kevin Davis of Pearson deserve special mention for their stewardship during the editing of this book. I am also grateful to the following reviewers for their helpful and supportive comments: Jennifer Murdock Bishop, University of

Northern Colorado; Peggy L. Ceballos, University of North Texas; Trigg A. Even, University of North Texas Dallas; and Joe Ray Underwood, Mississippi State University. Finally, I am forever grateful to my family, whose tolerance for my periodic quest of solitude makes projects such as this possible.

## ABOUT THE EDITOR

**Bradley T. Erford**, Ph.D., LCPC, NCC, LPC, LP, LSP, is a professor in the human development counseling program of the Department of Human and Organizational Development in the Peabody College at Vanderbilt University. He was President of the American Counseling Association (ACA) for 2012–2013 and also was Treasurer. He is the recipient of the ACA Research Award, ACA Extended Research Award, ACA Arthur A. Hitchcock Distinguished Professional Service Award, ACA Professional Development Award, Thomas J. Sweeney Award for Visionary Leadership and Advocacy, and ACA Carl D. Perkins Government Relations Award. He was also inducted as an ACA Fellow. In addition, he has received the Association for Assessment in Counseling and Education (AACE) AACE/MECD Research Award, AACE Exemplary Practices Award, AACE President's Merit Award, the Association for Counselor Education and Supervision's (ACES) Robert O. Stripling Award for Excellence in Standards, Maryland Association for Counseling and Development (MACD) Maryland Counselor of the Year, MACD Counselor Advocacy Award, MACD Professional Development Award, and MACD Counselor Visibility Award. He is the editor of numerous texts, including *Orientation to the Counseling Profession* (Pearson Merrill, 2010, 2014, 2018), *Crisis Intervention and Prevention* (Pearson Merrill, 2010, 2014, 2018), *Group Work in the Schools* (Pearson Merrill, 2010; Routledge, 2015), *Group Work: Process and Applications* (Pearson Merrill, 2011; Routledge, 2019), *Transforming the School Counseling Profession* (Pearson Merrill, 2003, 2007, 2011, 2015, 2019), *Professional School Counseling: A Handbook of Principles, Programs and Practices* (PRO-ED, 2004, 2010, 2016), *Clinical Experiences in Counseling* (Pearson, 2015), *An Advanced Lifespan Odyssey for Counseling Professionals* (Cengage, 2017), *Applying Techniques to Common Encounters in School Counseling: A Case-based Approach* (Pearson Merrill, 2014), and *The Counselor's Guide to Clinical, Personality and Behavioral Assessment* (Cengage, 2006), as well as the author/coauthor of *Mastering the NCE and CPCE* (Pearson Merrill, 2011, 2015, 2020), *40 Techniques Every Counselor Should Know* (Merrill/Prentice Hall, 2010, 2014, 2020), *Assessment for Counselors*

(Cengage, 2007, 2013; Pearson Merrill, 2020), *Research and Evaluation in Counseling* (Cengage, 2008, 2015), *Educational Applications of the WISC-IV* (Western Psychological Services, 2006), and *Group Activities: Firing Up for Performance* (Pearson Merrill, 2007). He is also the General Editor of *The American Counseling Association Encyclopedia of Counseling* (ACA, 2009). His research specialization falls primarily in development and technical analysis of psychoeducational tests and has resulted in the publication of more than 70 refereed journal articles, 100 book chapters, and a dozen published tests. He was a representative to the ACA Governing Council and the ACA 20/20 Visioning Committee. He is a past president and past treasurer of AACE, past chair and parliamentarian of the American Counseling Association—Southern (U.S.) Region, past chair of ACA's Task Force on High Stakes Testing, past chair of ACA's Standards for Test Users Task Force, past chair of ACA's Inter-professional Committee, past chair of the ACA Public Awareness and Support Committee (co-chair of the National Awards Sub-committee), chair of the Convention and past chair of the Screening Assessment Instruments Committees for AACE, past president of the Maryland Association for Counseling and Development (MACD), past president of Maryland Association for Measurement and Evaluation (MAME), past president of Maryland Association for Counselor Education and Supervision (MACES), and past president of the Maryland Association for Mental Health Counselors (MAMHC). He is also a senior associate editor of the *Journal of Counseling & Development* and the *ACA Practice Briefs*. Dr. Erford is a Licensed Clinical Professional Counselor, Licensed Professional Counselor, Nationally Certified Counselor, Licensed Psychologist, and Licensed School Psychologist. Dr. Erford was a school psychologist/counselor in the Chesterfield County (VA) Public Schools. He maintains a private practice specializing in assessment and treatment of children and adolescents. A graduate of The University of Virginia (Ph.D.), Bucknell University (M.A.), and Grove City College (B.S.), he teaches courses in Testing and Measurement, Lifespan Development, Research and Evaluation in Counseling, School Counseling, and Stress Management.

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## ABOUT THE AUTHORS

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**Vivian V. Lee** is associate professor in the Counseling and Human Development Program at Johns Hopkins University. Prior to joining the faculty at JHU, Lee was associate professor of transcultural counseling at University of Malta. She is the former Senior Director at the National Office for School Counselor Advocacy of the College Board. She is a former teacher, secondary school counselor, director of school counseling, and counselor educator. She continues to teach school counseling courses as an adjunct at the University of Maryland at College Park. Her work includes research in the area of school counselor professional development, she has served as trainer with the Education Trust's National Center for Transforming School Counseling Initiative, and she has published articles and book chapters on developing school counseling programs, conflict resolution and violence, and group counseling. She received her master's and doctoral degrees from the University of Virginia and worked in public education for 24 years before joining the College Board.

**Erin H. Leff** is an attorney, mediator, and retired master's-level psychologist who has worked in special education for over 30 years. She earned an M.S. in educational psychology from the University of Wisconsin–Madison and a J.D. from Rutgers–Camden. She has worked as an attorney, a psychologist, and a program administrator in multiple states. She has been a special education due process hearing officer, appeals officer, and mediator. She has provided training on various topics in special education and mediation. She also has provided instruction on special education law and process at the graduate level.

**Lynn Linde** is the Senior Director of the Center for Counseling Practice, Policy and Research at the American Counseling Association (ACA). She received her master's degree in school counseling and her doctorate in counseling from George Washington University. Her previous

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**Patricia J. Martin** is a nationally recognized leader in the reform of school counseling and efforts to solidify counselors' work as an integral part of the primary mission for schools. She has served as a public school educator for over 35 years, as well as a mathematics teacher, school counselor, district supervisor of counselors, high school principal, chief educational administrator, and assistant superintendent of schools. She has developed and managed institutional programs and system policies that directly impact access and educational equity for all students. Pat provided leadership nationally in the development and implementation of a multi-year Wallace Foundation Grant at Education Trust, Inc.—The National Initiative for Transforming School Counseling (1995–2001), redefining the role of school counselors and establishing redesigned models for counselor education pre-service programs focused on advocacy and equity in educational outcomes for all students. Recently (2003–2013) at the College Board, Pat led the National Office for School Counselor Advocacy (NOSCA), creating national prominence for counselors in education reform by developing a distinct body of college and career readiness work, the largest depository in the nation, for advancing school counselors' role in this venue. In addition, at NOSCA she led the development of surveys and dissemination of results from the 2011 and 2012 National Surveys of School Counselors, seminal works supported by the

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**Jennifer Parzych**, Ph.D., has been an assistant professor and coordinator in the school counseling program at Southern Connecticut State University since 2015. Prior to this appointment, she was an assistant professor in the school counseling program at Mercy College in New York from 2013 to 2015. She received a Ph.D. in counselor education from the University of Connecticut in 2013. Before becoming a school counselor educator, she was a school counselor at the high school and middle school levels in Connecticut for 15 years. Professionally, she has served as the president (2014–2015) and middle-level vice president (2013–2014) and is currently the treasurer of the Connecticut School Counselor Association. She is also President Elect of the

Connecticut Association for Counselor Education and Supervision. She is actively involved with statewide advocacy efforts to support K–12 comprehensive school counseling programming. She is an invited team member of the Connecticut Reach Higher Team, which is focused on improving school counseling programs to increase college access and opportunity. She has published articles in the areas of counselor preparation and college and career readiness and has delivered numerous presentations on program advocacy.

**Rachelle Pérusse** is an Associate Professor in the School Counseling Program at the University of Connecticut. Before becoming a school counselor educator, Dr. Pérusse worked as a high school counselor in a rural school district in Georgia with predominantly first-generation and low-income students and students of color. She was President of both the Connecticut School Counselor Association (CSCA) and the North Atlantic Region for Counselor Educators and Supervisors. She represented CSCA on the State of Connecticut's P-20 Council for Career and College Readiness and served on the Connecticut Department of Higher Education's College Readiness Project. She received the NOSCA National Advocacy Award for leadership in creating a college-going culture at the master's school counselor preparation level. In 2014, she was invited to speak on a panel at First Lady Michelle Obama's first White House Convening on School Counseling. Her current research is focused on preparing all students in grades 4 through 8 to attend a postsecondary option of their choice, as well as increasing the number of girls and students of color who choose a STEM career. Dr. Pérusse has had several articles published about national trends in school counselor education and has co-edited two books: *Critical Incidents in Group Counseling* and *Leadership, Advocacy, and Direct Service Strategies for Professional School Counselors*.

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# BRIEF CONTENTS

- Chapter 1** Becoming a Professional School Counselor: Current Perspectives, Historical Roots, and Future Challenges 1  
*Bradley T. Erford*
- Chapter 2** The *ASCA National Model*: Developing a Comprehensive, Developmental School Counseling Program 26  
*Bradley T. Erford*
- Chapter 3** Transformational Thinking in Today’s Schools 42  
*Patricia J. Martin*
- Chapter 4** Systemic, Data-Driven School Counseling Practice and Programming for Equity 67  
*Vivian V. Lee and Gary E. Goodnough*
- Chapter 5** Accountability: Assessing Needs, Determining Outcomes, and Evaluating Programs 94  
*Bradley T. Erford*
- Chapter 6** Outcome Research on Evidence-Based School Counseling Interventions and Programs 131  
*Bradley T. Erford*
- Chapter 7** Ethical, Legal, and Professional Issues in School Counseling 145  
*Lynn Linde*
- Chapter 8** Culturally Competent School Counselors: Affirming Diversity by Challenging Oppression 172  
*Bradley T. Erford*
- Chapter 9** Leadership and Advocacy for Every Student’s Achievement and Opportunity 190  
*Bradley T. Erford*
- Chapter 10** Implementing the Developmental School Counseling Core Curriculum in the Classroom 211  
*Rachelle Pérusse, Jennifer Parzych, and Bradley T. Erford*
- Chapter 11** Academic K–12 Development and Planning for College and Career Readiness 232  
*Bradley T. Erford*
- Chapter 12** Promoting Career and Individual Planning in Schools 250  
*Spencer G. Niles and Bradley T. Erford*
- Chapter 13** Counseling Individuals and Groups in School 269  
*Bradley T. Erford*

**Chapter 14** Consultation, Collaboration, and Encouraging Parent Involvement 293

*Bradley T. Erford*

**Chapter 15** Systemic Approaches to Counseling Students Experiencing Complex and Specialized Problems 316

*Bradley T. Erford, Vivian E. Lee, and Elana Rock*

**Chapter 16** The Professional School Counselor and Students with Disabilities 341

*Elana Rock and Erin H. Leff*

**Chapter 17** Helping Students with Mental and Emotional Disorders 382

*Bradley T. Erford*

# CONTENTS

## **Chapter 1 Becoming a Professional School Counselor: Current Perspectives, Historical Roots, and Future Challenges 1**

*Bradley T. Erford*

- On Becoming a Professional School Counselor: Your Destiny 1
- The Rise of Professional School Counseling in the United States 2
- The Role of the Professional School Counselor in the 1920s, 1930s, and 1940s 4
  - Student Personnel Administration 4
  - Psychologists, Working as Researchers and Clinicians 5
  - Personnel Work in Industry 5
  - Social Work 5
  - Mental Health and Psychiatry 5
  - Guidance as the Personalization of Education 6
  - Guidance as the Integration of Education 6
  - Guidance as the Coordination of Student Personnel Services 6
- School Counseling Comes into Its Own: The 1950s and 1960s 7
  - The National Defense Education Act, 1958–1968 8
  - The Great Society Legislation of the 1960s 9
- The Years of Consolidation and Refinement: The 1970s and Beyond 9
  - Multicultural Diversity 10
  - The Latter Decades of the 20th Century 11
- Continuing and Future Issues for the School Counseling Profession 15
- Traditional and Emerging Practices 20
  - Realizations Guiding the Transformation of the Professional School Counselor 20
- Living the Transformed Role 24
  - Summary/Conclusion* 25
  - Activities* 25

## **Chapter 2 The ASCA National Model: Developing a Comprehensive, Developmental School Counseling Program 26**

*Bradley T. Erford*

- The ASCA *Mindsets and Behaviors* and *National Model* 26
- Themes of the *ASCA National Model* 27
- Foundation 27
- Delivery 30
  - School Counseling Core Curriculum 30
  - Individual Student Planning 31
  - Responsive Services 31
  - Indirect Student Services 32



Management	33
Annual Agreement	33
Advisory Council	33
Use of Data, School Program Data, and Program Results Data	34
Action and Lesson Plans	34
Calendars	34
Assessments: School Counselor Competencies, Program Assessment, and Use of Time	36
Accountability System	37
Roles of Other School Personnel in the Comprehensive School Counseling Program	39
Teachers	39
Resource Teachers	39
Principals and Assistant Principals	39
School Psychologists	40
School Social Workers (Visiting Teachers, Pupil Personnel Workers)	40
School Nurses	40
Secretaries (Administrative Assistants)	40
<i>Summary/Conclusion</i>	40
<i>Activities</i>	41

### **Chapter 3 Transformational Thinking in Today's Schools 42**

*Patricia J. Martin*

School: The Primary Workplace for School Counselors	42
The Context of Professional School Counseling	42
Four Forces Driving Change in Schools	43
Inequities in the Educational System	43
Changes in the Nation's Demographics and School Populations	44
Changes in the Economy and the Workplace	45
Major Changes in Education Public Policy	46
Education Reform	49
The College and Career Readiness Policy and School Reform	49
Policies That Promote College-Level Rigor for All Students Drive Changes in School Counselor Practice	50
Transforming the School Counseling Profession	52
School Reforms Prompt the Transforming School Counseling Movement	52
The Transforming School Counseling Initiative: The Education Trust, Inc.	52
National Standards for School Counseling Programs	53
The <i>ASCA National Model: A Framework for School Counseling Programs</i>	55
The Reach Higher Initiative	55
Impact of Change on School Counselor Practice	56
Accountability in School Counselor Practice	56
Advocacy in School Counseling Practice	58
National Guidance for Transformed School Counseling Functions	59
A Call for Change in School Counselor Preparation Programs	60

Accountability: Practice That Demonstrates School Counseling Counts	60
Leadership and Transformed School Counselor Practice	61
What Prevents Professional School Counselors from Changing?	61
A Sense of Urgency Is Propelling Change	63
<i>Summary/Conclusion</i>	65
<i>Activities</i>	65

## **Chapter 4 Systemic, Data-Driven School Counseling Practice and Programming for Equity 67**

*Vivian V. Lee and Gary E. Goodnough*

Implementing the New Vision of School Counseling	67
Program Vision—Commitment to Social Justice	67
Equity—A Working Definition	68
Program Structure—Making a Paradigm Shift to Systems	70
Understanding Systems in School Counseling	71
Integrated Educational and School Counseling Programs	72
Outcomes/Results	73
District and School Policies	74
Understanding the Role of Data	74
Data Skills	75
Measuring Progress toward Access, Attainment, and Achievement Data	75
Systemic Assessment	80
Data-Driven Goals	81
Planning the School Counseling Program	83
Strategic Planning and Program Development	83
The Program Calendar	84
Implementation at Multiple Levels of Programmatic Intervention	85
Individual Level of Intervention	85
Group Level of Intervention	85
Classroom Level of Intervention	85
Grade Level of Intervention	85
School Level of Intervention	86
School District Level of Intervention	86
Family Level of Intervention	86
Community Level of Intervention	87
Evaluating the Systemic, Data-Driven School Counseling Program	89
<i>Summary/Conclusion</i>	92
<i>Activities</i>	93

## **Chapter 5 Accountability: Assessing Needs, Determining Outcomes, and Evaluating Programs 94**

*Bradley T. Erford*

Accountability in School Counseling	94
Needs Assessment	96
Data-Driven Needs Assessments	96
Perceptions-Based Needs Assessments	98

Program (Process) Assessment	105
Service Assessment	105
Results or Outcome Evaluation	106
Important Assessment Terms	108
Sources of Evidence	108
Practical Program Evaluation Considerations	108
Assessing Outcomes through a Hierarchical Aggregated Process	109
Designing Outcome Studies	109
Action Research	113
Reporting the Results	113
Performance Appraisal	116
<i>Summary/Conclusion</i>	129
<i>Activities</i>	130

## **Chapter 6 Outcome Research on Evidence-Based School Counseling Interventions and Programs 131**

*Bradley T. Erford*

Outcome Research in School Counseling	131
Is School Counseling Effective?	132
Which Students Benefit from School Counseling Interventions?	133
What Are the Effective Methods for Delivering School Counseling Programs?	134
School Counseling Core Curriculum	134
Individual Student Planning	137
Responsive Services	137
Does a Fully Implemented School Counseling Program Make a Difference?	142
<i>Summary/Conclusion</i>	143
<i>Activities</i>	144

## **Chapter 7 Ethical, Legal, and Professional Issues in School Counseling 145**

*Lynn Linde*

Professional Associations and Credentialing Organizations	145
Ethical Standards and Laws	146
<i>ACA Code of Ethics</i>	147
The Practice of Internet or Technology-Assisted Distance Counseling	151
<i>ASCA Ethical Standards for School Counselors</i>	153
Decision Making Using Ethical Standards	154
Other Sources of Information and Guidance	155
The Court System	155
Statutory Law	156
State and Local Agencies	156
Making Decisions	157
Additional Legal Considerations	159
Professional Competence	159

“Can I Be Sued?” and “What Is Malpractice?”	160
Subpoenas	161
Confidentiality	161
Limits to Confidentiality	162
Confidentiality and Privileged Communication	163
Minor Consent Laws	164
Records and Personal Notes	165
Educational Records	165
Personal Notes	167
The Health Insurance Portability and Accountability Act of 1996	167
Child Abuse	168
Suicide	168
<i>Summary/Conclusion</i>	171
<i>Activities</i>	171

## **Chapter 8 Culturally Competent School Counselors: Affirming Diversity by Challenging Oppression 172**

*Bradley T. Erford*

Multicultural and Anti-Oppression Terminology	175
Multicultural and Social Justice Counseling	177
Multicultural Competence	178
The Need for Culturally Competent School Counselors	178
Integrating Multicultural and Anti-Oppression Topics in School Counseling Programs	179
Empowerment-Focused Interventions	180
Individual Counseling	180
Group Counseling	181
Consultation	181
Assessment	181
School Counseling Core Curriculum Lessons	182
School Counseling Program Coordination	182
Data Collection and Sharing	183
Increasing Professional School Counselors’ Multicultural Competence	186
Investigate One’s Own Cultural, Racial, and Ethnic Heritage	186
Attend Workshops, Seminars, and Conferences on Multicultural and Diversity Issues	186
Join Counseling Organizations Focused on Cultural and Social Justice Equity Competencies	186
Read Literature Written by Culturally Diverse Authors	186
Become Familiar with Multicultural Education Literature	186
Professional School Counselor Multicultural Competence Checklist	187
Practice Cases	187
<i>Summary/Conclusion</i>	188
<i>Activities</i>	189

## **Chapter 9 Leadership and Advocacy for Every Student’s Achievement and Opportunity 190**

*Bradley T. Erford*

- Professional School Counselors: Leading and Advocating 190
- Professional School Counselors as Leaders 192
  - Research in School Counseling Leadership Practices 193
  - Leadership in Professional School Counseling Organizations at Local, State, and National Levels 195
- Professional School Counselors as Advocates 195
  - Challenging Barriers to Achievement and Opportunity 196
- Advocacy in Transformed School Counseling Programs 197
- Applying Advocacy Competencies in Schools 197
  - Empowering Students with Achievement and Opportunity Competencies 199
  - Empowering Parents and Guardians with Achievement and Opportunity Advocacy Skills 200
  - Empowering Educators with Achievement and Opportunity Advocacy Skills 202
  - Empowering School Systems for Achievement and Opportunity Advocacy 203
  - Empowering Community Stakeholders for Achievement and Opportunity Advocacy 205
- Publicizing School Counseling Program Achievement and Opportunity Advocacy Outcomes 206
  - From Status Quo Gatekeepers to Systemic Change Advocates and Leaders 207
  - Savvy School Counselors Publicize Achievement and Opportunity Gap Outcomes 208
  - Summary/Conclusion* 209
  - Activities* 210

## **Chapter 10 Implementing the Developmental School Counseling Core Curriculum in the Classroom 211**

*Rachelle Pérusse, Jennifer Parzych, and Bradley T. Erford*

- The Scope and Responsibility of the School Counselor 211
- The Effect of Core Curriculum Classroom Instruction on Student Development 212
- The Role of the Professional School Counselor in Delivering the Core Curriculum 214
- Setting Up and Managing a Classroom Environment 215
  - Arranging the Classroom 215
  - Working with the Classroom Teacher’s Rules 216
  - Preventing Discipline Issues in the Classroom 216
  - Managing Disruptive Behaviors as a Counselor in the Classroom 217
- Crafting a Curriculum 217
- Creating Units and Lessons 220
  - Scope and Sequence 220
  - Conceptualizing a Unit 220
- Learning Considerations for Planning Units and Lessons 221
  - Learning Objectives 222

Constructing Differentiated Developmental Lessons and Activities 224

Introducing Lessons 224

Developmental Activities 224

Conclusion, Assessment, and Follow-Up 225

*Summary/Conclusion* 231

*Activities* 231

## **Chapter 11 Academic K–12 Development and Planning for College and Career Readiness 232**

*Bradley T. Erford*

Academic and Career Planning in the Modern Era 232

Who Are the Underserved in U.S. K–12 Education? 232

What Key Organizations and Frameworks in Career and College Readiness Are Helping Professional School Counselors as Systemic Change Agents? 233

What Key Assessment and Learning Tools Do School Counselors Use in Collaboration with Other Educators to Strengthen Academic Preparation in Schools? 235

What Is College and Career Readiness? 237

What Are the Data? 237

What Is Equity in College and Career Readiness Academic Outcomes? 244

How Can Professional School Counselors Lead and Advocate Systemic Change for College and Career Readiness in School Counseling Programs? 245

NOSCA's Eight Components of College and Career Readiness Counseling 245

What Are Academic Planning and Development? 245

What Is K–12 Academic Development? 246

What Are the School Counselor's Roles and Responsibilities in Academic Planning and Development? 247

How Does the Professional School Counselor Collaborate Effectively with Teachers, Administrators, and Parents/Guardians in Academic Development for Students? 247

What Are the Critical Interventions? 248

*Summary/Conclusion* 248

*Activities* 249

## **Chapter 12 Promoting Career and Individual Planning in Schools 250**

*Spencer G. Niles and Bradley T. Erford*

The Tradition of Career-Planning Interventions in Schools 250

Career and Educational Planning Today 250

Implementing Systematic and Well-Coordinated Career-Planning Programs 252

Career Assessment 253

Career and Educational Planning in Elementary School 255

Career and Educational Planning in Middle or Junior High School 258

Career and Educational Planning in High School 261

Multicultural Implications of Career Planning 265

Developing Life-Role Readiness and Salience 265

*Summary/Conclusion* 268

*Activities* 268

## **Chapter 13 Counseling Individuals and Groups in School 269**

*Bradley T. Erford*

- Individual Counseling in Schools 269
- Developmental Considerations 271
  - Early Childhood 271
  - Middle Childhood 272
  - Adolescence 273
- A Counseling Model for Children and Adolescents 273
  - Building a Therapeutic Alliance 273
  - Assessing Specific Counseling Needs 275
  - Designing and Implementing Interventions 277
  - Conducting Outcome Evaluation and Termination 278
  - Solution-Focused Brief Counseling 279
  - Reality Therapy/Choice Theory 281
- Group Counseling in Schools 282
  - Types of Groups 283
  - Setting Up Groups in Schools 285
  - Conducting Group Work 288
    - Summary/Conclusion 291*
    - Activities 292*

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## **Chapter 14 Consultation, Collaboration, and Encouraging Parent Involvement 293**

*Bradley T. Erford*

- The Counselor as Consultant: Case Examples 293
- Consultation Models 294
  - The Triadic-Dependent Model: Traditional Expert-Directed Consultation 294
  - The Collaborative-Dependent Model: Partnership and Problem Solving 298
  - The Collaborative-Interdependent Model: Addressing Issues with Multiple Causes Across Multiple Contexts 299
- Systems-Level Consultation Process 303
  - Step 1: Enter the System 303
  - Step 2: Join the System 304
  - Step 3: Initiate Problem Solving 305
  - Step 4: Frame Change 306
  - Step 5: Evaluate Change 307
  - Step 6: Facilitate Closure 307
- School Consultation and Collaboration with Diverse Populations 307
- Collaborative Consultation: Reaching Out to the Broader Community 308
- Encouraging Parent/Guardian Collaboration in Their Children's Educational Experiences 309
- School Outreach and Changing Family Needs 310

Communicating Effectively with Parents and Guardians 312

*Summary/Conclusion* 315

*Activities* 315

## **Chapter 15 Systemic Approaches to Counseling Students Experiencing Complex and Specialized Problems 316**

*Bradley T. Erford, Vivian E. Lee, and Elana Rock*

The Changing Needs of Students and Families 316

Resiliency: Focusing on What's Right, Rather than What's Wrong 317

Identifying and Categorizing Students with Complex Problems 318

Systemic Approaches to Working with Students Experiencing Complex Problems 319

System Failures: Who Is to Blame? 320

Why Haven't Needs of Students Experiencing Complex Problems Been Addressed? 320

Working with Youth with Complex Problems 321

    Responding to Crisis Situations 321

    Suicide 324

    Violence and Threat Assessment 326

    Substance Abuse 327

    Grief Work and Children from Changing Families 330

    Dropout Prevention 333

    Conflict Resolution and Peer Mediation Program Development 336

Effective Systemic Intervention for Students with Complex Problems 338

*Summary/Conclusion* 340

*Activities* 340

## **Chapter 16 The Professional School Counselor and Students with Disabilities 341**

*Elana Rock and Erin H. Leff*

Improving Outcomes for Students with Disabilities 341

Serving Students with Disabilities 342

Federal Legislation 343

    Individuals with Disabilities Education Improvement Act 344

    Section 504 and the Americans with Disabilities Act 351

    Family Educational Rights and Privacy Act (FERPA) 352

Related Services for Students with Disabilities Under the IDEA and Section 504 353

    Counseling Services 353

    Parent/Guardian Counseling and Training 353

    Rehabilitation Counseling Services 354

Transition Services Under the IDEA 355

Providing Services to Support Students with Disabilities 355

    Developing and Using Response to Intervention 355

    Multidisciplinary Team Responsibilities 358

    Provision of Direct Services to Children with Disabilities 368

    Individualized Transition Program Planning 371

    Secondary Transition Programming 372



General Issues for Professional School Counselors Serving Students with Disabilities 378  
    Cultural Considerations 378  
        *Summary/Conclusion* 380  
        *Activities* 381

**Chapter 17 Helping Students with Mental and Emotional Disorders 382**

*Bradley T. Erford*

Prevalence of Mental Health Issues in Youth 382  
Factors Contributing to the High Incidence of Emotional Disturbance 383  
The Professional School Counselor's Role 384  
    Barriers to Providing Mental Health Services in Schools 385  
    Current and Future Trends in the Way Services Are Provided 385  
What Professional School Counselors Need to Know About Mental and Emotional Disorders 386  
    Diagnosis and Treatment Planning 387  
Neurodevelopmental Disorders: Disorders Ordinarily First Diagnosed in School-Age Children or Adolescents 387  
    Intellectual Developmental Disorder 387  
    Specific Learning, Motor, and Communication Disorders 389  
    Autism Spectrum Disorders 390  
    Attention-Deficit/Hyperactivity Disorder 391  
    Tic Disorders 393  
Disruptive, Impulse-Control, and Conduct Disorders 393  
Feeding and Eating Disorders in Children and Adolescents 395  
Elimination Disorders: Encopresis and Enuresis 397  
Depressive Disorders 397  
Substance-Related and Addictive Disorders 398  
Schizophrenia Spectrum and Other Psychotic Disorders 400  
Obsessive-Compulsive Disorder 400  
Trauma and Stressor-Related Disorders 401  
    Reactive Attachment Disorder 401  
    Posttraumatic Stress Disorder 401  
    Adjustment Disorders 403  
Anxiety Disorders 403  
    Separation Anxiety Disorder 403  
    Generalized Anxiety Disorder 404  
        *Summary/Conclusion* 405  
        *Activities* 405

*References* 407

*Name Index* 423

*Subject Index* 427

# Becoming a Professional School Counselor: Current Perspectives, Historical Roots, and Future Challenges

Bradley T. Erford

**E**ditor's Introduction: It has been said that to know who you are, you must understand where you came from. When attempting to discern the future, historical events provide intriguing perspectives. Likewise, when beginning a journey of professional transformation, it is essential to understand the profession's roots and key developmental events. This chapter offers insights into current models by which to explain and understand what professional school counselors do, a synopsis of the historical roots of the school counseling profession, and from these perspectives, a peek at some of the profession's current and future challenges.

## **ON BECOMING A PROFESSIONAL SCHOOL COUNSELOR: YOUR DESTINY**

Welcome to an exciting career—and adventure! Among the many important components of a school counseling program and the functions of the professional school counselor, the professionals authoring the chapters of this book will advocate for the development of systemic, data-driven, and comprehensive, developmental school counseling programs, evidence-based and outcomes-based procedures, and the establishment of school–community partnerships. We will underscore the importance of social advocacy in removing systemic barriers to student academic performance and career and personal/social development. Much of the philosophical and practical underpinnings of this approach will be covered in detail in Chapters 2 through 6. And we will make clear that professional school counselors must attain and maintain a high degree of skill and competence in the various components of a comprehensive program to ensure that all students succeed.

High among these skills are individual and group counseling skills. With more than 20% of school-age youth presenting with diagnosable mental disorders, and only about one in five of these youths receiving mental health counseling services (National Institute of Mental Health, 2018), school counselors play a pivotal role in providing much needed triage, referral, and evidence-based counseling services to meet the developmental and mental health needs of all school-age youth. Sometimes, school counselors are the only mental health professionals that some students will ever meet.

Transformations are visible at both surface and deeper levels. The lessons of this text will be wasted if readers simply make cosmetic changes to program and profession. The transformations advocated in this text cut to the core of our mission, indeed to the very essence of why we wanted to become professional school counselors. Most professional school counselors enter the profession because they love to work with children or adolescents, want to make an important difference in students' daily lives, and believe in the power of education as an equalizing social force. Welcome to a profession in which you can do all that and more! But before you begin that journey, take a moment to visualize, in your mind's eye, what you see yourself doing as a professional school counselor.

Some professional school counselors-in-training picture themselves counseling a student in a one-on-one setting or, perhaps, a small group of students. Although this is certainly an important part of what a professional school counselor does, it is but a single facet. But what is counseling? The American Counseling Association (ACA) School Counseling Task Force (2013), building on the definition of counseling passed by the 20/20

Committee: A Vision for the Future of Counseling, provided the following definition:

Counseling is a professional relationship that empowers diverse individuals, families, and groups to accomplish mental health, wellness, education and career goals. Using counseling theories and techniques, school counselors accomplish these goals by fostering educational and social equity, access, and success. The professional school counselor serves as a leader and an assertive advocate for students, consultant to families and educators, and team member to teachers, administrators and other school personnel to help each student succeed. (p. 1)

The professional school counselor provides a comprehensive school counseling program that is very broad and very deep—so broad and so deep that many counselor educators struggle to prepare professional school counselors who can “do it all.” From a realistic perspective, this may not be possible for all counselors (or perhaps any). The job of the professional school counselor is complex and involves a complicated interplay of what the school community’s needs are and the strengths and weaknesses of the individual counselor. This text focuses on the importance of using evidence-based school counseling practices, systemic change mechanisms, large-group developmental instruction using a core curriculum, and the skillful application of individual and group counseling procedures—procedures that school counselors are trained to use and are often the only people in the school who can provide these specialized services.

As you make your way through this text, try to picture yourself performing the described practices and implementing the suggested strategies. It is likely that your strengths and weaknesses as a counselor and learner, as well as your past life experiences, will make some practices feel natural, whereas others may feel uncomfortable. This is the normal developmental process of becoming a professional school counselor.

Please enjoy your wondrous journey in becoming a professional school counselor and transforming the school counseling profession—a journey on which hundreds of thousands have preceded you but that will be as distinct and fulfilling a path as you choose to make it. Enjoy the struggles and challenges. Serve the students, their families, your colleagues, and the community. But most of all, always remember in your heart why you wanted to become a professional school counselor!

## THE RISE OF PROFESSIONAL SCHOOL COUNSELING IN THE UNITED STATES

Knowledge of the history of the school counseling profession provides essential context for where we have been and often provides insights into mistakes made and future opportunities. Generally, historical overviews are far from exhilarating, but as you read the next dozen or so pages, consider all the changes your predecessors have experienced; how you will likely need to undergo a number of changes over the course of your career; and how you will need to continuously transform as a practicing school counselor to keep up with the changes of society, education, your students, and the counseling profession.

It can be argued that school counseling is the earliest form of intentional or systematic counseling in the United States or, perhaps, in the world. It also can be argued that many of the philosophical ideas and process methods incorporated into what professional school counselors now do could be traced in a fragmented way into ancient history (Dumont & Carson, 1995; Miller, 1961; Murphy, 1955; Williamson, 1965) as elders, teachers, or mentors engaged in dialogues intended to provide guidance to young people. Throughout history, every society has found methods beyond the family by which to provide young people direction and support as they grapple with questions of who they might become and how to achieve such goals. In some instances, the persons who delivered such guidance were philosophers, physicians, priests or other clerics, medicine men or shamans, teachers, or masters of apprentices. But such “guidance” or “counseling” was neither equally available to all young people nor planned and systematic.

Given this context, it is fair to suggest that the pervasive, formal, and systematic provision of guidance and counseling in schools is an American invention. Although notions that arose in European research laboratories about individual differences, assessment techniques, and psychological classifications and explanations for behavior were conceptually important in shaping some of the content and methods of school counseling, they were not the stimuli that caused school counseling to come into being.

Like other major social institutions, guidance and counseling in schools did not arise spontaneously, nor did they occur in a vacuum. Although there were visionaries, scholars, and early practitioners of guidance and counseling who were critical to the implementation of school counseling, the historical moment had to be right for the ingredients of change to take root and begin to flourish. In the last quarter of the 19th century in the United States, political and social conditions converged to prod the nation to initiate education reform and to sensitize it to emerging

issues of human dignity and the exploitation of children in the workplace, to the dynamics of massive immigration, and to the demands for human resources by the burgeoning Industrial Revolution.

Various historical authors during the 20th century have identified the different conditions that gave rise to guidance and counseling in U.S. schools. Brewer (1942) contended that four of the most important conditions were the division of labor, the growth of technology, the extension of vocational education, and the spread of modern forms of democracy. Traxler and North (1966) contended that the guidance movement in schools could be traced to five divergent sources: “philanthropy or humanitarianism, religion, mental hygiene, social change, and the movement to know pupils as individuals” (p. 6).

Clearly, many background or contextual variables influenced the rise of school counseling at the end of the 19th and the beginning of the 20th centuries. But there is general consensus that the beginnings of school counseling in the 20th century lay in vocational guidance. It also is clear that many of the concerns that gave rise to school counseling were focused on the quality and utility of existing educational processes. Embedded in the emerging concepts of both vocational guidance and education reform were issues of individual freedom of choice and dignity. These three factors, interacted and intertwined as philosophies and models of school guidance or counseling, were introduced by various pioneers in the field.

Different persons can be described as early visionaries or practitioners of school guidance and counseling. History has failed to record the names of many of them. But among those about whom we know, several persons have been worthy of special note: George Merrill, who in 1895 developed the first systematic vocational guidance program in San Francisco; Jesse B. Davis, who in 1898 began working as a counselor in Central High School in Detroit and in 1908 organized a program of vocational and moral guidance in the schools of Grand Rapids, Michigan; and Eli W. Weaver, principal of a high school in Brooklyn, who authored *Choosing a Career* in 1908. Although each made important contributions to the founding of vocational guidance, the person generally regarded as the primary architect of vocational guidance in the United States, the man who has come to be known as the “father of vocational guidance,” is Frank Parsons.

Parsons was a man with multiple interests and a social conscience. Trained as a civil engineer and as a lawyer, throughout much of his adult life Parsons was heavily involved in the activities of settlement houses in central Boston and in other cities along the eastern seaboard. It was there that he learned firsthand about the plight of immigrants and others trying to survive physically and to

find appropriate access to the rapidly growing occupational structure of the cities to which they had come. Such experiences fueled Parsons’s concerns about the need to deal with what he viewed as the excesses of the free enterprise system and the management of industrial organizations that led, in his view, to the debasement of individual dignity.

As these experiences grew, Parsons turned his attention to strengthening industrial education and creating the process of vocational guidance. His perception was that too many people, especially the immigrants from Europe, were not able to effectively use their abilities and to prosper economically and socially because of the haphazard way they found work and made the transition to the specialized world of the factory. Parsons created not only a counseling approach, which will be described later, but also what to him was a moral and social imperative to value and facilitate the effective use of human resources. In this sense, Parsons’s initiatives in vocational guidance were congruent with the growing emphasis of the time on vocational guidance as the “conservation of human resources” (Spaulding, 1915), the effort to avoid the waste of human talent by identifying and maximizing its use.

After several years of experience in providing vocational guidance and counseling, Parsons founded the Vocations Bureau of the Civic Services in Boston in January 1908, serving as the director and vocational counselor. Unfortunately, Parsons died only a few months after founding the Vocations Bureau. His legacy to the field of vocational guidance was captured in his major work, *Choosing a Vocation*, which was published posthumously in 1909. This extraordinary book laid out the principles and methods of implementing vocational guidance, collecting and publishing occupational information, conducting a group study of occupations, carrying on individual counseling, and processing individual assessment. Perhaps Parsons’s most famous contribution was what became known as a *trait and factor approach*: his articulation of the three broad factors or steps of the vocational guidance process. The trait and factor approach called for the following:

First, a clear understanding of yourself, aptitudes, abilities, interests, resources, limitations, and other qualities. Second, a knowledge of the requirements and conditions of success, advantages and disadvantages, compensation, opportunities and prospects in different lines of work. Third, true reasoning on the relations of these two groups of facts. (Parsons, 1909, p. 5)

Following Parsons’s death, the work of the Vocations Bureau was extended to the Boston schools, and

training of vocational counselors was undertaken. During the years following the publication of *Choosing a Vocation*, many leaders in American education began to recognize the social significance of and adapt to Parsons's paradigm of vocational guidance. This process was compatible with the growing calls for educational reform in the nation's schools. Parsons himself, among many observers of the time, attacked the public schools for their specialization in book learning and advocated that "book work should be balanced with industrial education; and working children should spend part time in culture classes and industrial science" (Stephens, 1970, p. 39).

Such views, targeted on the public schools, particularly those in the cities, reflected both the rising issues of child labor—children ages 8, 10, or 12 years working in coal mines and factories and not receiving the opportunity to go to school—and the dynamics of the Industrial Revolution that served as the backdrop for concerns about social and education reform. In the late 1800s and early 1900s, the United States was in the midst of making the transition from a national economy that was, in general, agriculturally based to one that was increasingly based in manufacturing and industrial processes. As this transition ensued, urbanization and occupational diversity increased, as did national concerns about strengthening industrial education as a way to prepare young people to take advantage of the growing opportunities in the workforce. To play out such goals effectively required information about how persons could identify and get access to emerging jobs. By the turn of the 20th century, particularly in urban areas, such information was so differentiated and comprehensive that families or local neighborhoods could no longer be the primary sources of occupational information or of the allocation of jobs. This set the stage for more formal mechanisms, including vocational guidance in the schools.

The issue of vocational guidance in the schools and elsewhere in society became confounded by the changing demographics of the potential workforce. At the beginning of the 20th century, large numbers of immigrants from nations with poor economic opportunities were coming to the United States, seeking new lives and options for themselves and for their children. Likewise, people within the United States were migrating from rural to urban areas, spurred by the concentration of large plants producing steel, furniture, automobiles, and other capital goods.

Such social and economic phenomena as industrialization, urbanization, and immigration stimulated concerns about whether existing forms of education were appropriate in a rapidly growing industrial society, how to meet the need for less bookish and more focused industrial education, how to bridge the gap between schooling and the realities of the adult world, how to make the school-to-

work transition, and how to adapt the new educational theories being advanced (e.g., Progressive Education, the concepts of John Dewey) for use in schools.

Stephens (1970), a historian, spoke about the relationship between industrial or vocational education and vocational guidance, indicating that, in this context, vocational education and vocational guidance were seen as a partnership. Certainly, as one of the major roots of the professional school counselor's role, engaging in vocational guidance was seen as a significant emphasis. However, other forces were also at work shaping the role of the professional school counselor at the beginning of the 20th century. For example, Cremin (1964), also a historian, suggested that the clearest reminder in schools of the impact of the Progressive Education Movement, spanning the last quarter of the 19th century and the first 50 years of the 20th century, is the guidance counselor. Although these events shaped the profession nearly a hundred years ago, notice how similar the challenges were to those we encounter today: economic/technological changes, oppression/justice issues, diversity/cultural issues, and the call for school personnel to address these changes. These are themes repeated throughout history that allow us to continue to predict and innovate.

## **THE ROLE OF THE PROFESSIONAL SCHOOL COUNSELOR IN THE 1920s, 1930s, AND 1940s**

The layers of expertise expected of the vocational counselor began to be defined in the 1880s and 1890s and in the first decades of the 1900s, and debates about approaches to the philosophy and the role of counselors continued to occur in the 1920s, 1930s, and 1940s. These issues tended to be affected by other forces coming to prominence at the same time in schools and in educational philosophy. Some of these forces directly affected the extant perspectives about school counseling; others were more indirect. Hutson (1958) suggested that, in addition to the importance of vocational guidance as a powerful force shaping the guidance counselor's role, there were five other forces: student personnel administration; psychologists, working as researchers and clinicians; personnel work in industry; social work; and mental health and psychiatry. Each deserves further comment.

### **Student Personnel Administration**

The concept of student personnel administration originated in higher education, where it essentially related to the identification of a specific official, often called the Dean of Students, whose responsibility was dealing with the personal

and disciplinary problems of students. In time, this person would be expected to administer or provide leadership to all the nonacademic services that facilitate the progress of students through the institution. Included were such services as admissions, counseling, student orientation, financial aid, and placement. The functions of the vocational counselor took on an increasingly large array of responsibilities. Perhaps more important, this concept foreshadowed the creation of positions now commonly titled Director of Guidance Services, Director of Student Services, Director of Pupil Personnel Services, or in some larger school districts at an Assistant Superintendent level.

### **Psychologists, Working as Researchers and Clinicians**

The content and methodology of school counseling owe much to psychology as the major discipline providing insights into student development, cognition, behavior classification and analysis, and effective interventions. In his observations, Hutson (1958) referred to two particular contributions of psychologists. The first had to do with psychologists' research into the development of objective instruments for measuring human behavior (e.g., interest inventories, aptitude and achievement tests, diagnostic tests), without which many would see the role of the vocational counselor as nothing more than "organized common sense." But the availability of these tools and their use gave vocational counselors areas of expertise and information that enriched their ability to engage in vocational guidance and increased their professional credibility. The second contribution of psychologists in a clinical sense was to provide specialized services to specific groups of students experiencing particular learning or behavioral problems, usually through individual or group counseling services.

### **Personnel Work in Industry**

As personnel work in industry grew during the first 50 years of the 20th century, it provided job-requirement specifications, motivation studies, and tests for job application and vocational guidance purposes. Personnel work in industry also broadened the application of counseling to specific job-related problems, such as meeting job requirements, getting along with fellow workers, and other factors that could interfere with a worker's job efficiency. Such information helped to broaden the content and processes of vocational guidance in schools.

### **Social Work**

Following the visiting teacher movement that originated in 1906 and 1907 in settlement houses or civic associations

and involved working with problem pupils and their parents, school social work began taking on its own identity in the 1930s and 1940s. School social workers represented an official liaison among the school, the home, and community social agencies. The introduction of social workers to school staffs replaced the former concepts of law and punishment of problem or delinquent children by truant officers with such emphases as diagnosis, understanding, and adjustment. As school social workers became available to deal with specific problem children—those who were habitually truant and whose behavior was being monitored by legal or family services—the role of the school social worker also affected the role of the vocational counselor. Where social workers were available, counselors tended to be less directly involved with home visits or with community social agencies. The social worker tended to be the community liaison; the counselor was more tied to schools. In addition, as the school social worker and community agencies provided interventions for children with specific problems, the professional school counselor could focus more fully on the children who needed primarily educational and vocational guidance.

### **Mental Health and Psychiatry**

With the rise in psychiatric attention to schools, beginning in the early decades of the 20th century, the National Association for Mental Hygiene and related organizations disseminated the principles of mental health and information about various types of personality maladjustment and advocated that the development of wholesome personalities "is the most important purpose of education" (Hutson, 1958, p. 13). In the 1920s and subsequent decades, psychiatry focused on combating juvenile delinquency and sought to establish "child guidance clinics" for the psychiatric study and treatment of problem children in schools. Although the direct impact of guidance clinics on problem children was small, the insights about maladaptive behavior and principles of treatment subtly affected how professional school counselors were prepared, whom they referred to community agencies for treatment, and how they viewed the fostering of mental health as part of their role.

Each of these influences or forces shaped perspectives on why counselors were important in schools; how they needed to differ from, but be collaborators with, psychologists, social workers, and psychiatric specialists; and what functions they could serve in schools and with what groups of students. Such perspectives extended the analysis of the relationship of counselors to schools per se to why schools should appoint counselors. Cowley (1937) reported three areas of emphasis that were evolving in the public schools, guidance as the (a) personalization of education,

(b) integration of education, and (c) coordination of student personnel services. Like so many other issues and possibilities for action that occurred as guidance and counseling were taking root in the schools, these three areas continue to influence contemporary issues.

### **Guidance as the Personalization of Education**

Cowley (1937) suggested that, of most importance, “counselors have been appointed to counteract the deadening mechanical limitations of mass education” (p. 220). He decried the depersonalization of both higher and secondary education, the growing lack of close relationships between teachers and students, the lack of a personal touch in education, and the decreased concern on the part of administrators about student problems. In contemporary terms, guidance as personalization of education continues to be embedded in statements about the professional school counselor’s role as one in which the student is helped to achieve academic development (American School Counselor Association [ASCA], 2012).

### **Guidance as the Integration of Education**

Cowley (1937) was particularly concerned with the explosion of knowledge and the rapid growth of curricular offerings: the movement away from a fixed curriculum, which all students took advantage of in elective courses, and toward the compartmentalization of knowledge and the specialization of instruction. Cowley saw the professional school counselor as the person who would help each student facing such challenges to effectively sort through the educational options and create for himself or herself a unified course of instruction—that is, as the person who would discover each student’s talents and motivations and bring the resources of the institution to bear on developing these talents and motivations.

### **Guidance as the Coordination of Student Personnel Services**

Although Cowley (1937) saw educational counseling as the most important function that professional school counselors undertook, he felt it was necessary to coordinate the counseling function with the other functions in which professional school counselors engaged in relation to the roles of other mental health workers (e.g., psychologists, social workers, psychiatrists). He was concerned that a student could be “chopped up,” seen as a person with a specific problem rather than as a whole person. Thus, Cowley argued that the guidance counselor should be responsible for coordinating all the specialist services available to

students and for integrating those findings into a coordinated set of directions and support.

Arthur J. Jones provided additional perspectives on the needs of students and schools for counselors. In his classic work, *Principles of Guidance* (Jones, 1934), he summarized both the need for providing guidance and the significance of schools offering the guidance. He advocated for the need for guidance from the standpoint of the individual and the significance of providing guidance to enhance the school climate and support the school mission. In other words, school counselors should align their services with school mission and reform efforts—just like today.

By the mid-1930s, when Jones (1934) was discussing the status of school guidance and counseling in the nation, the approach to school counseling often, but not always, followed a trait-and-factor, or directive, approach. Tests had increasingly become available, although the range of behavior they assessed was still limited primarily to intelligence, aptitude, achievement, and interests. There were not yet any major theories of school counseling per se. Philosophies and principles of school counseling were being shaped by the Progressive Education Movement, by psychiatry, and by other emerging theories. Jones also described methods of guiding students, which in his view included counseling; homeroom guidance and group guidance; educational guidance with regard to choices of courses, schools, and colleges; stay-in-school campaigns; vocational guidance (beginning in the elementary school), including instruction, tryout, exploration, choice, placement, and follow-up relative to occupations; leadership guidance; and leisure-time guidance. Jones also explicitly stated that it is necessary to distinguish between counseling and the other noncounseling activities that the counselor does.

If this sounds familiar, it should. To this day, non-counseling responsibilities continue to impede ASCA’s (2012) recommendation that professional school counselors spend at least 80% of their time in delivery of direct services. Thus, professional school counselors continue to struggle with similar role diffusion and overload. Focusing on the comprehensive and important work of Jones reveals that many contemporary issues related to counseling versus guidance and the role of the professional school counselor have antecedents that have not yet been brought to closure. Support for and refinement of the techniques, the tools, and the philosophies of school counseling continued throughout the 1920s, 1930s, and 1940s. This text will not analyze the continuing support for school counseling or the additional techniques made available to the counselor through these three decades. Suffice it to say that during the 1920s, concerns about the

dignity and rights of children flourished, as did concerns for greater emphasis on mental hygiene in the schools in which professional school counselors would be important players. In 1926, New York became the first state to require certification for guidance workers and, in 1929, the first state to have full-time guidance personnel in the state's department of education, providing leadership to school systems for the integration of professional school counselors in schools.

Again, an economic crisis pointed to the need for counseling services in schools and society in general. Given the growing deterioration of the national economy during the Great Depression of the 1930s, the need to certify and train people in school counseling was overshadowed by the need for the techniques and processes associated with vocational guidance counseling. These included the creation during the Great Depression of a national occupational classification system, which resulted in the 1939 publication of the first edition of the *Dictionary of Occupational Titles* by the U.S. Department of Labor, and establishment in 1940 of the U.S. Bureau of Labor Statistics. In 1933, the Wagner-Peyser Act established the U.S. Employment Service, and several laws enacted during the 1930s provided fiscal support for vocational guidance activities. In 1938, a Guidance and Personnel Branch was created in the Division of Vocational Education in the U.S. Office of Education. That's correct—the U.S. government recognized the importance of counseling services way back in the 1930s! This unit continued until 1952 as the only federal office dealing with guidance in the schools, but it restricted the federal emphasis to vocational guidance. The major issues of technological unemployment during the Great Depression tended to focus on vocational guidance as a placement activity, causing some debate about whether school counselors or vocational educators should undertake the vocational guidance activities funded by the federal government.

The 1940s were a period in which the use of testing grew dramatically in response to the armed forces' need for worker classification as World War II ensued and, later, as veterans returned to society and were provided guidance services through schools, colleges, and community agencies. The *Occupational Outlook Handbook* was first published by the U.S. Bureau of Labor Statistics in 1948 (U.S. Department of Labor, 1949). During this period, federal support continued for vocational guidance and counseling in schools in support of vocational education.

In 1942, Carl Rogers published *Counseling and Psychotherapy*, which defined the counseling process as that concerned with other than traditional medical models,

disease entities, and psychoanalytic approaches in which the counselor was a directive authority. Rogers's book heralded the beginning of client-centered counseling, in which the counselor and client were seen as collaborators. Such perspectives were incorporated into the expansion of guidance techniques and increasingly eclectic models of what school counseling might be.

## SCHOOL COUNSELING COMES INTO ITS OWN: THE 1950s AND 1960s

In a sense, all the important strides made in support of counseling and guidance in schools during the first 50 years of the 20th century were a prelude to the major events of the 1950s and 1960s. These were the watershed years of legislation and professional development that essentially defined the importance of school counseling for the remaining decades of the 20th century.

Until the 1950s, there were relatively few school counselors across the United States; the opportunities for the professional preparation of school counselors were relatively limited; the advocacy for professional school counselors by professional organizations was not systematic; and the legislative support for school counseling, other than for vocational guidance, was largely nonexistent. All these conditions changed in the 1950s and 1960s.

Among the extraordinarily important indicators of support for school counseling in the 1950s was the founding of the ASCA in 1952 and its becoming, in 1953, a division of the American Personnel and Guidance Association (APGA; now known as the American Counseling Association [ACA]), formed in 1952 by the merger of the National Vocational Guidance Association, the American College Personnel Association, the National Association of Guidance Supervisors and Counselor Trainers, and the Student Personnel Association for Teacher Education.

It is important to note that the perspectives that the founding organizations brought to the creation of APGA shaped for the ensuing several decades the language and the emphases within which professional school counselors were evolving. For example, the term *guidance*, not *counseling*, was the accepted term for all that counselors did (Sweeney, 2001)—school counselors were often called guidance counselors in the decades immediately before and after the founding of APGA. Frequently, what professional school counselors did was called personnel work. The term *guidance* was widely viewed as conveying the notion that the professional school counselor was primarily involved in a directive form of giving advice to students. Personnel work suggested that the professional school counselor was engaged primarily in administrative



tasks related to maintaining student records about their schedules and progress. Although these terms lost favor by the early 1980s, their residual effects were to distort the images of professional school counselors. Indeed, one could argue that many, if not most, of the members of the four founding organizations were themselves administrators, not counselors. For example, to this day, the American College Personnel Association is composed primarily of deans of students and related administrative personnel. The same was true of the Student Personnel Association for Teacher Education before it was renamed and significantly changed in purpose in 1974, when it became the Association for Humanistic Education and Development, and again in 1999, when it changed its name to the Counseling Association for Humanistic Education and Development (C-AHEAD), and today when it is known as the Association for Humanistic Counseling.

Nevertheless, this federation of professional organizations speaking for counseling in K–12 schools, in institutions of higher education, and in workplaces gave credibility to and advocated for standards, ethical guidelines, and training for professional counselors working with various populations and in various settings. In 1953, *School Counselor* was created as the professional journal of the ASCA. Also in 1953, the Pupil Personnel Services Organization of the Division of State and Local School Systems was created in the U.S. Office of Education, a move that significantly broadened the view of school counseling as more than vocational guidance.

In 1957, APGA created the American Board for Professional Standards in Vocational Guidance. In 1959, the National Association of Guidance Supervisors and Counselor Trainers undertook a 5-year project designed to build a set of standards for education in the preparation of secondary school counselors.

In 1959, James B. Conant, the former president of Harvard, wrote *The American High School Today*, an influential analysis of the need for strengthened secondary school education. In the book, Conant argued for 1 full-time counselor (or guidance officer) for every 250 to 300 pupils in each American high school, a criterion that has been used frequently, even though such a ratio of school counselors to students has rarely been met at the elementary or middle school level.

### **The National Defense Education Act, 1958–1968**

By the 1930s, nearly every city of 50,000 or more inhabitants had some formal guidance work in the schools and professional school counselors employed to carry it out.

Courses to train professional school counselors had been developed and were being offered in several universities (e.g., Harvard University; Teachers College, Columbia University; the University of Pennsylvania; Stanford University), and textbooks were being written to identify the techniques by and assumptions on which such work could be undertaken (Jones, 1934). Guidance work in the schools continued to grow, and the number of professional school counselors multiplied through the 1940s and 1950s. But the major stimulus to the education and implementation of school counseling clearly was the National Defense Education Act (NDEA) of 1958.

Although not often considered in this vein, the NDEA, like the legislation on vocational education and vocational guidance that preceded it, identified professional school counselors as sociopolitical instruments to achieve national goals. In the case of the NDEA, professional school counselors became indirect participants in the Cold War between the United States and the Soviet Union. To be more specific, in 1957 the Soviet Union launched *Sputnik I*, the first human-made object to orbit Earth. As a result, although the United States was close to launching its own space vehicle, the Soviet launch precipitated a major national outpouring of news articles suggesting that the United States had lost the space race; that our science and engineering capabilities were inferior to those of the Russians; and that, once again, American schools had failed to produce students whose scientific and mathematical skills were competitive with those of students in the Soviet Union. The NDEA was the result. Passed by the U.S. Congress in 1958, the NDEA required states to submit plans of how they would test secondary school students so that academically talented students could be identified and encouraged to study the hard sciences in high school and go on to higher education with an emphasis on courses of study in the sciences, engineering, and mathematics. These legislative goals were not altruistic or concerned with the self-actualization of students. They were designed to increase the scientific capacity of the United States as it competed in the Cold War.

Central to the provisions of the NDEA were the training of large numbers of professional secondary school counselors and their placement in schools primarily to test students, to identify those capable of entering higher education in the sciences, and to encourage them to do so. Title V of the NDEA provided funds for school systems to hire and provide resources (e.g., tests, occupational and educational materials) to secondary school counselors and to reeducate existing secondary school counselors, as well as funds for universities to prepare professional school counselors in full-time,

year-long guidance and counseling institutes or to offer more specialized programs (e.g., precollege guidance) in summer guidance and counseling institutes. The 1964 amendments to the NDEA emphasized guidance and counseling for all students, giving impetus to elementary school counseling and to counseling in technical institutes and other nonbaccalaureate postsecondary educational institutions.

It is not possible to discuss all the effects of the NDEA, but there are several obvious results. With the full force of federal legislation behind the preparation and employment of secondary school counselors, the number of these counselors and the high schools employing them exploded. So did the number of colleges and universities providing preparation programs. Literature on professional school counseling became more comprehensive, as did the state certification requirements for counselors. The programs were transformed from simply taking courses on a piecemeal basis until one had completed what was needed for certification to full-time, more systematic, and integrated curricula, usually leading to a master's degree. Certainly, many more students in the United States were being served by professional school counselors in the 1960s and beyond than ever before; some state departments of education mandated that schools maintain specific counselor-to-student ratios to receive state funding. As the large amounts of federal support ended in the late 1960s, professional school counselors had become embedded in schools and were engaged in initiatives that went beyond the expectations of the NDEA. Even though the responsibility for funding school guidance and counseling programs shifted from the federal government to state and local school districts, by the end of the 1960s professional school counselors were vital participants in achieving the multiple missions of schools (e.g., dropout prevention, academic scheduling, educational and career guidance, crisis intervention).

### **The Great Society Legislation of the 1960s**

As the impact of the NDEA legislation unfolded during the late 1950s and throughout the 1960s, other major legislation was developed to address the Civil Rights Movement, the beginnings of technological impact on the occupational structure, rising unemployment, poverty, and other social ills. In many of these legislative acts, education was viewed as the instrument to restructure society, and professional school counselors were again supported. For example, the Elementary and Secondary Education Act (ESEA) of 1965 designated funds for guidance and counseling. The 1969 amendments to the ESEA combined

funds from the NDEA's Title V-B with funds from the ESEA's Title III into one appropriation for guidance. The Vocational Education Act Amendments of 1968 advocated for career guidance programs; responses to people who were disadvantaged and people with disabilities; and expansion of a broadened concept of guidance and counseling, including its extension into elementary schools. These pieces of legislation stimulated a large number of national and state conferences on guidance and counseling and innovative projects in career guidance, counseling, and placement.

### **THE YEARS OF CONSOLIDATION AND REFINEMENT: THE 1970s AND BEYOND**

The outpouring of federal legislation that specifically focused on guidance and counseling in the schools essentially reached its zenith in the 1960s. However, there have been important legislative initiatives since the 1960s. Much of the legislation in the 1970s focused on vocational education and career education. For example, career education was seen as a school reform initiative as it developed in the early 1970s and as it was reflected in the Career Education Incentive Act of 1976. Career education indirectly institutionalized career guidance in schools and infused its concepts and experiences as part of the teaching and learning process. The educational amendments of 1976 to the ESEA included major support for guidance and counseling in schools, a major emphasis on vocational guidance in schools, and the implementation of an administrative unit in the U.S. Office of Education. The purpose of this administrative unit was to coordinate legislative efforts in Congress on behalf of guidance and counseling and to serve in a consultative capacity with the U.S. Commissioner of Education about the status and needs of guidance and counseling in the nation's schools.

During this period, a large amount of theory building took place, leading to the development of materials on decision making, career education, drug abuse prevention, and self-development, which became available for specialists in guidance and counseling. Fears of economic crisis and concerns about widespread unemployment among youth continued to spur development of career guidance initiatives. The impact of the Civil Rights and Women's Liberation Movements, as well as legislation effectively mainstreaming nearly all special education students, refocused the attention of professional school counselors on diversity in schools and the needs of special populations for guidance and counseling.