CHAPTER I
INTRODUCTION

Background

The establishment of school guidance and counseling services needs to be based on a solid guidance philosophy and theory. Before an effective and dynamic guidance program can be formulated, guidance philosophy and theory should first be clearly understood. The philosophy of guidance is defined as a body of principles functioning as reference points for all actions and organization (Hollis and Hills, 1965). Based on this point of view, this chapter will discuss the philosophical reasons why guidance is needed in a school setting from three different perspectives, namely, historical perspective, psychological perspective, and an Islamic perspective. A theoretical basis of guidance is also presented to provide a general model for guidance services.

A Historical perspective. School guidance and counseling was not born; it evolved from the social reform movement of the late nineteenth and early twentieth centuries At the turn of the century there were rising societal concerns in the United States of America that the educational system was not properly preparing youth for employment. Since that time several individuals as well as movements have contributed substantially to the current status of counseling and guidance in the United States. Baker (2000) and Pietrofesa, Hoffman and Splete (1984) identify some important movements that led to the establishment of guidance and counseling

in school. They are vocational guidance movement, psychometric movement, mental health movement, and societal changes.

Seen as a "series of learning experiences complementing the existing curriculum" (Aubrey, 1977), guidance first appeared in the school like any other subjects. In 1907, Jesse B. Davis, a high-school principal in Grand Rapids, Michigan, decided to create a guidance curriculum. Davis selected English composition as the area best suited to what he termed vocational and moral guidance, and one English period a week was set aside for this lesson. The goals for his early guidance curriculum were to help high-school students better understand their own characters, emulate good role models, and develop into socially responsible workers (Baker, 2000). Others like David S. Hill, Anna Y. Reed, and Eli W. Weaver founded their guidance services on different ideas such as making students employable, helping them find suitable employment, and responding to their individual differences (Rockwell and Rothney, 1961).

In the following year, 1908, Frank Parsons, often called the father of Guidance, established a Vocational Bureau in Boston. The purpose of the establishment was to provide vocational guidance for out-of-school young people. Parsons believed that individuals must have dependable information about occupations and about themselves in order to make good occupational choices. He also believed that the role of the vocational counselor was to make such information available and to help individuals comprehend and use it. The link between the pioneer work of Jesse

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Davis and Frank Parsons is obvious and their early achievements led in 1915 to the first publication of the Vocational Guidance Bulletin (Aubrey, 1977).

By 1910, thirty-five cities in the United States had implemented or were working on plans for vocational guidance in their schools (Edwards and Richey, 1947). In addition, the first university course on vocations was offered at Harvard College in 1911 by Parsons' successors at the Vocation Bureau, Meyer Bloomfield. In the first quarter of the twentieth century, the influence of vocational guidance on school guidance was minimal. There were no accredited training program and no widely accepted theoretical underpinning (Aubrey, 1977). This leads to the notion that vocational guidance should be provided by trained experts and it should become a part of every public school system (Gysbers and Henderson, 1994).

The above shortcoming soon provided room for influences from the psychometric and mental health movements of the 1920's and 1930's. Psychometric principles, such as reliability theory and test validity, as well as techniques for standardizing psychometric instruments and making them precise, had previously been used by academicians and researchers to enhance their scholarly efforts. Baker (2000) noted that psychometrics offered school guidance not only the tools for assessment but also corresponding respectability because the tools seemed so precise and scientific Psychometrics emphasized objectivity, individual differences, prediction, classification, and placement. With these emphases came tendencies for some

school guidance workers to engage in testing and telling—relying on testing and information giving as the basis for guidance.

Another movement in the early part of the 20th century is the mental health movement. Beers (1908) initiated this movement through his book entitled *A Mind That Found Itself*, which brought about reforms in the treatment of mental illness and widespread interest in mental hygiene and the early identification and treatment of mental illness. According to Baker (2000) Sigmund Freud's psychoanalytic ideas focusing on the importance of individual development and the influence of the mind on one's mental health became popular in the treatment of mental health problems and in mental health studies. These activities led to a newfound interest in the importance of the formative years as the foundation of personality and development. School guidance workers started adjusting and promoting healthy individual development among the students.

Several parallel movements in the early part of the twentieth century, which led to the emergence of school guidance, were societal changes. Pietrofesa et al. (1984) identify societal changes that have influenced the counseling movement. Economic conditions, war and its aftermath, scientific and technological advance, changing family and marriage patterns, and population shifts and declines are some of these societal influences. Numerous advances on technology also had a particular impact on counselors and the people with whom they worked. Naisbett (1982) also

described how our world has moved from an agrarian to an industrial economy and then to an information age. That change was influenced by technological advances.

In addition, the need for school guidance also emerges from the complexity of social life. One reason is that moral decadence, drug abuse, free sex, juvenile delinquency, loitering around shopping complexes, extortion, truancy and vandalism largely occur among school students in many countries of the world. Knowing the effects of society on our students and vice versa, the school as a social agent and place of knowledge has a vital role to play in inculcating students with good values, and even more in teaching students how to reason with values. Therefore, there is an urgent case for establishing guidance services in schools to meet the different needs of students, teachers, and other school personnel. The work of Salim (1996) serves as a useful illustration here. Salim argues that there are 14 reasons for introducing guidance services in schools. They are:

1. To help in the total development of the students.

2. To enable students to make proper choices at various stages of their educational career.

3. To help students choose, prepare for, enter upon, and progress in a career.

4. To help the students in vocational development.

5. To help students make the best possible adjustments to the situations in the school as well as in the homes.

6. To supplement the efforts of the home.

7. To minimize the mismatching between education and employment and help in the efficient use of manpower.

8. To identify and motivate the students from weaker sections of society.

9. To help in checking wastage and stagnation.

10. To identify and help students in need of special help.

11. To ensure the proper utilization of time spent outside the classrooms.

12. To increase the holding power of schools.

13. To make secondary and higher secondary education successful.

14. To minimize the incidence of indiscipline (p.20).

Williams (1973) commented on the need for school counseling as follows:

> Faced with a mobile and changing society in which the complexity of educational, vocational and personal problems is beyond the counseling competence of most parents, faced with the lack of confidence of many pupils in their teachers and denied the backing of professional and voluntary agencies suffering from shortage of staff and facilities, schools need to support their children by creating a professional counseling service, if the children are to benefit from the educational opportunities which are available and make a constructive contribution to society (p.34).

In the 1920's the emphasis on vocational guidance shifted into the educational guidance movement. Kelly (1914) first described educational guidance as an educational activity. Early advocates of educational guidance felt a need to redefine guidance as not simply on activity appropriate for occupational considerations but for all of a student's educational experiences as well (Baker 2000). The secondary school guidance that emerged in 1920's was an imitations of college student personal programs that emphasized discipline and attendance (Gibson and Michell, 1981). The advent of compulsory school attendance and the influence of vocational guidance and mental health movements helped shape school guidance in the direction of a specialty. Compulsory school attendance increased the number of students who were unsure about their future plans and who had difficulty adjusting to the school environment. Proctor (1925) advocated guidance as a means of helping students cope with life forces by providing help in the selection of school subjects, extracurricular activities, colleges, and vocational schools. To conclude, the primary concern of educational guidance was to broaden students' horizon.

The term counseling was rarely used prior to 1931. Unlike guidance, counseling in public schools had a 30-year wait between the first recognition of guidance as a legitimate endeavor and the use of counseling as a helping technique (Aubrey, 1982). The first technique introduced was trait-factor counseling. Trait-factor theory, which is also referred to as individuality theory of human nature, is based on the belief that aptitudes or potential performance ability can be determined by tests prior to employment or education (Stefflre and Grant, 1972). Trait-factor theory

developed as a result of the work of several psychologists at the time. For example, at the end of the nineteenth century, an Englishman, Galton, inspired by the work of his cousin, Darwin, became one of the first behavioral scientists to empirically and systematically study measurable differences in individual capacities and aptitudes (Benjafield, 1996; Stefflre and Grant, 1972). Galton, was keenly aware that people at the time were looking for ways to initiate self-improvement and, therefore, he linked his work to practical rather than just academic concerns (Danziger, 1990).

Brewer and Davis were also American pioneers in the field of counseling at the beginning of the twentieth century and their ideas followed those of Parsons. Brewer wanted to change the system of education from one that was primarily concerned with the passive transmission of knowledge, to one that would prepare youth for the future by teaching them useful life skills. Davis further developed the concept of educational guidance beyond Parson's concern for appropriate choices and Davis' life skills training, to include counseling youth on issues of moral guidance and guidance for the total life of the individual (Hansen, Rossberg and Cramer, 1994).

Since it is not the purpose of this study to present a detailed account of the activities of the pioneers in guidance movement, a summary of these important events is presented in Table 1 in chronological order.

Table 1

Highlights of the Evolution of School Counseling in the Twentieth Century

Date	Event
1905	Binet and Simon develop mental ability scale.
1907	Jesse B. Davis conducts guidance classes in Grand Rapids, Michigan.
1908	Frank Parsons establishes Vocation Bureau in Boston.
1908	Clifford Beers publishes *A Mind That Found Itself*.
1917	Sigmund Freud's ideas begin to influence mental health professionals.
1920-1930	Number of school guidance specialists increases in this decade. No widely accepted training or practice standards
1924	State certification of guidance counselors begins.
1925	Proctor advocates guidance program to help students make educational and vocational choices.
1937	Williamson and Darley publish *Student Personnel Work: An Outline of Clinical Procedures* and begin trait and factor approach.
1942	Carl Rogers publishes *Counseling and Psychotherapy* and begins the era of individual counseling.
1945	Changing social environment after World War II and influence of Rogers' writing cause counseling to become the dominant school guidance service.
1952	American Personnel and Guidance Association created.
1953	American School Counselors Association joins the American Personnel and Guidance Association.
1958	National Defense Education Act (NDEA) passed.
1959	Conant publishes *The American High School Today*.
1960	Beginning of a boom decade in school guidance and counseling and in counselor education.
1962	C. Gilbert Wrenn publishes *The Counselor in a Changing World*.
1964	NDEA amended to provide funds for enhancing elementary school guidance.
1970	Beginning of a decade of declining enrollments in the schools and corresponding reduction of school counselors.
1970	Mosher and Sprinthall introduce their Deliberate Psychological Education curriculum.
1974	Hoyt, Evans, Mackin, and Mangun include guidance in the career education theme.
1976	Menacker publishes *Toward a Theory of Activist Guidance*.
1985	American Personnel and Guidance Association changes its name to the American Association for Counseling Development (AACD).
1987	AACD task force on school counseling as a profession at risk publishes its report.

1988	Gysbers and Henderson publish *Developing and Managing Your School Guidance Program.*
1990	Interdivisional task force (AACD, ACES, ASCA) begins working on plans to improve school counseling.
1991	"Multiculturalism as a Fourth Force in Counseling" in introduced in a special issue of the AACD journal.
1992	ASCA publishes *Children Are Our Future, School Counseling 2000.*
1992	American Association for Counseling and Development changes its name to the American Counseling Association (ACA).
1993	ASCA, ACA, and others reintroduce the Elementary School Counseling Demonstration Act.
1996	Beginning of effects of baby boom echo generation.
1996	Alger report indicates that youths' perception of school counseling is improving.
1997	ASCA proposes The National Standards for School Counseling Programs.
1997	DeWitt Wallace-*Reader's Digest* Fund provides The Education Trust with funding to initiate a transformation of school counseling.
1998	Strong U.S. economy indicates potential for enhanced educational expenditures and an improving employment market.

Adapted from Baker, S.B. (2000). *School Counseling for the Twenty-First Century.* New Jersey: Prentice Halls, p. 10-11

A Psychological perspective. The need for guidance and counseling is also based on

the theories of growth and development across the life span (from birth to death)

generated by Piaget's cognitive development, Erikson's psychosocial development

and Kohlberg's moral development. The study of human growth and development

has practical implication for school counseling. Therefore, the counseling program

must reflect the multidimensional and interactional element of human growth and

development. The basic or core elements considered here are physical-motor,

cognitive-intellectual, social-emotional, and moral-spiritual. This indicates that

guidance touches every aspect of an individual's personality: physical, mental,

emotional, and social. It is concerned with all of an individual's attitudes and

behavior patterns. It seeks to help the individual to integrate all of his activities in terms of his basic potentialities and environmental opportunities (Crow and Crow, 1960).

Hollis and Hills (1965) categorize the philosophical reasons for having school guidance in three groups, each concerned with an aspect of the individual personality. They are: (1) the nature of the individual; (2) activities of the individual; and (3) the individual's need for guidance.

The first principle, the nature of the individual, implies great respect for the dignity of the individual. That is to say that the dignity of the individual is supreme and fundamental in guidance philosophy. Thus, the school counselor should believe that each person is important regardless of what he is or what he has done, and has inherent worth, and that guidance services can help him to develop his potentialities more fully. It also recognizes that each individual is different from every other individual. Because differences are always present, the school counselor considers each person unique. In this respect, Crow and Crow (1960) believe that the complexity of human nature leads to a need for school guidance. More specifically, they say: "The complexity of human nature, developmental differences even among offspring of the same parents, personal and social problems associated with changing environmental conditions and cultural mores — all require that many and various guidance approaches be utilized" (p.12). Furthermore, this principle indicates that the primary concern of guidance is the individual in his social setting. This requires

the school counselor to help him accept differences of others and contribute as best as he can to society.

The second principle is activities for the individual. Activity is necessary for life. The individual must move, and that movement will be influenced by socio-cultural values and the individual's perception of himself. In other words, the individual generally acts to enhance his perceived self (self-enhancement). This principle is also based on the notion that the individual has the innate ability to learn and can be helped to make choices that will lead to self-direction consistent with social improvement. Therefore, the entire school personnel must believe that each pupil can learn; otherwise he would not be in school. Therefore, the role of the counselor is to help the individual to know himself, to know his present and potential environments, and to help him to make his choices.

The third principle is the individual's need for guidance. It is a widely agreed idea that guidance is an integral part of an educational program and guidance should continue throughout life. This means that the individual needs continuous guidance from early childhood through adulthood in order to help him to grow, develop, extend himself, and effectively utilize his potentialities. Also, in order to make wise decisions or choices each individual may at times need information and personalized assistance from a professionally trained counselor. These three principles of guidance philosophy are summarized in Table 2.

Table 2
Three Principles of Guidance Philosophy

AREA	PRINCIPLE OF PHILOSOPHY
Nature of the individual - inherent worth of every individual - uniqueness of the individual - the individual in his social setting	1. The dignity of the individual is supreme. 2. Each individual is different from every other individual 3. The primary concern of guidance is the individual in his social setting.
Activities of the individual - bases of an individual's acts - goal of an individual's acts - the individual's ability to learn to act more wisely	4. The attitudes and personal perceptions of the individual are the bases on which he acts. 5. The individual generally acts to enhance his perceived self. 6. The individual has the innate ability to learn and can be helped to make choices that will lead to self-direction consistent with social improvement.
The individual's need for guidance - need for continuous guidance - need for competent guidance personnel	7. The individual's needs for continuous guidance from early childhood through adulthood. 8. Each individual may at times need the information and personalized assistance best given by competent professional personnel.

Adapted from Hollis, J W , and Hills, L U (1965). *Organizing for effective guidance.* Chicago Science Research Associates, Inc. p. 5

As it is known, when a child enters the secondary school, he develops certain typical characteristics. All the characteristics have direct effects on the child's adjustment with his educational environment and determine his intellectual behavior. In other words, he comes into the learning situation with new demands set upon him. He must make decisions; he has to adjust himself to his studies and activities by making wise choices; and he has to develop healthier habits of thought and work for proper

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adjustment. Kochhar (1984) identifies certain peculiar characteristics of a secondary school student as follows:

1. He develops new ways of thinking, new associations and new spheres of concern,

2. He forms certain attitudes towards the school, the teachers, and education,

3. He develops certain likes and dislikes; some of his interests mature,

4. By this time, intelligence and abilities grow almost to the maximal point and those that remained under-developed have limited possibilities to grow now,

5. Personality traits also become somewhat stabilized (p. 36).

According to Dinkmeyer and Caldwell (1970) guidance is given to school children to help them establish and maintain psychological equilibrium as to meet their need satisfaction. The child's fundamental needs are:

1. The need to be loved and accepted unconditionally,

2. The need for security—to be safe and relatively free of threat,

3. The need to belong, to be a part of the group, and to feel identification and acceptance,

4. The need to be recognized, to gain approval, to feel significant and accepted for the way in which he functions,

5. The need to be independent, to take responsibility, and to make choices. (p. 21).

The above characteristics and need theory create the rationale for service to all children and provide some guidelines for the type of assistance that children may be

seeking. Obviously, the local situation will involve different needs, and the school counselor must adapt approaches, techniques, and material to the circumstances.

After examining some two hundred and more expositions of the principles of guidance as presented in texts and journals, Beck (1966) in his book entitled *Philosophical Guidelines for Counseling* listed fifteen principles of the need for guidance. These principles are:

1. Guidance is based on the recognition of the dignity and worth of the individual and on his right to personal assistance in time of need.

2. Guidance is student-centered, being concerned with the optimum development of the whole student and the fullest realization of his potentialities for individual and social ends.

3. Guidance, as a point of view, is as old as good education. It is modern with reference to: (1) the areas of the student's life which are considered to be the responsibility of the school; (2) the services which it offers students; and (3) the techniques employed to attain its objectives.

4. Guidance is a continuous, sequential, educational process. Hence, it is an integral part of education and not a mere peripheral adjunct.

5. Guidance has a responsibility to society as well as to the individual.

6. Guidance must respect the right of every student to the help and services it offers.

7. Guidance is oriented to co-operation, not compulsion. Hence, it is monitory in character with no place for coercion.

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8. Guidance implies assistance given students in making wise choices, plans, interpretations, and adjustments in the critical situations of life.

9. Guidance demands a comprehensive study of the student in his cultural setting by the use of every scientific technique available. Student understanding must precede student assistance.

10. Guidance should be entrusted only to those who are naturally endowed for the task and have the necessary training and experience.

11. Guidance is the prerogative of no special clique of specialists. It requires the co-operation of all, each working within his own area of responsibility and at the level of his own competence.

12. The focus of guidance is on helping the student realize and actualize his best self rather than on solving isolated problems, be they those of the individual or the school.

13. Guidance is the mediating agency between the student and a mass system of education.

14. Guidance is the individualizing, the personalizing, and the socializing element in education.

15. The guidance program must be under constant, scientific evaluation in terms of its effectiveness. (p. 139-140)

An Islamic perspective. From Islamic points of view, the need for school guidance is rooted and based on the concept of human nature. According to Islam, human beings are created in *fitrah*, the true nature. The Prophet Muhammad, peace be

upon him, said: "Every new-born child is born in a state of *fitrah*. His parents then make him a Jew, a Christian or a Magian" (Shaikhani, Abu Daud and Tirmidhi). The term *fitrah* is translated as 'original purity' or 'primordial faith' – an ontological state that disposes the individual to the good and the lawful (Ansari, 1989). *Fitrah* also expresses a state of innate goodness and inclination to believe in and worship Allah, and it is the social environment which causes the individual to deviate from this state (Mohamed, 1998). The implication is that true human nature is good, innocent and represents the effects of continuing environmental influences upon an organism, which at birth is unformed. In other words, the influence of the environment is decisive; parents may influence the religion of the child by making him a Christian, Jew, or Magian.

The Qur'an mentions that human beings consist of three hierarchical levels of *nafs* (self), namely, *an-nafs al-ammarah bi as-su'* (the prone to evil psyche), *an-nafs al-lawwamah* (the self reproaching psyche), and *an-nafs al-muthmainnah* (the righteous psyche). The first level, *an-nafs al-ammarah bi as-su'*, is the lowest and negative psychic force in man, the seat of his egoistic and selfish drives. If it is not controlled, it will lead to a worse condition (Qur'an,12:53). This level of self is eager and ready to commit evil and to forbid the good. The man with this psyche is aggressive and unjust. The physiological and biological needs like food, air, water, and sex are the most important needs to be satisfied by human beings controlled by this psyche. The second level of psyche, *an-nafs al-lawwamah*, as described by Mohamed (1998), is the inner guide that directs man to the truth, and stands mid-way between the

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negative tendency of *an-nafs al-ammarah* and the positive tendencies of *ruh* (soul) and *aql* (mind). In this respect, Langgulung (1989) states that this psyche feels conscious of evil, and resists it, asks for Allah's grace and forgiveness after repentance and tries to change, and blames itself for any negative behavior, and promises not to repeat that negative behavior. It presents a state of struggle between the two dimensions of the human being (the evil and good). The third level of psyche, *an-nafs al-muthmainnah*, is the highest of all in the hierarchy. At this level a person has reached full peace and satisfaction, is fully secure, possesses great pleasure, happiness and self-actualization, and is free from all pain, sorrow, doubt, and disappointment (Al-Qur'an,89:28-30).

Langgulung (1989) further points out that the three hierarchies show that the human psyche is dynamic. The characteristics of any levels will determine the location of the individual in the hierarchy. A person can improve his spirit and move from one level to another. He might commit negative actions (*ammarah*), repent, strive for good (*lawwamah*), and then reach the highest level (*muthmainnah*).

Although man is born in a state of *fitrah*, he also has the potential for wrong and tends to be forgetful. Therefore, in order to actualize his *fitrah*, man always needs Divine guidance. In other words, human nature requires constant guidance and reminders to remain steadfast on Allah's path so that the *nafs* can be transformed from the lowest level (*ammarah*) into the highest level of spiritual achievement (*muthmainnah*). From the time of creation, Allah sent his prophets and messengers

to guide humanity to His path and become worthy of His reward in this world and the Hereafter.

To implement the Islamic principles of human nature in a school guidance program, counselors should study the nature of man, the concept of creation and consider all three dimensions of psyche when dealing with their clients. By implementing these principles, a Muslim counselor will not face many problems in conducting counseling services and will fulfill his duties and be aware of his client's needs.

Model of Guidance Services

Given the philosophical background of guidance and counseling services from the three different perspectives as mentioned earlier and being aware of the secondary students' characteristics and their needs, it is obvious that the need for guidance and counseling is evident. It can also be concluded that a guidance program should be concerned with every aspect of an individual's life pattern. The ultimate aim of guidance, as Beck (1966) states, is to help student grow into a "well-rounded", "optimum", "full and balanced", and "broad gauged" individual, physically, intellectually, socially, emotionally and spiritually.

Upon evaluating the historical overview of school counseling, Baker (2000) observed that change is needed as the twenty-first century begins. He advocates a set of school counseling functions designed to provide both prevention programs and intervention responses systematically. This balanced approach to school counseling,

as he argues, seems appropriate for meeting the current and future developmental needs of the students that school counselors serve.

However, the kind and amount of assistance or services needed by learners vary somewhat with developmental stages and school levels. In other words, specific services may differ from level to level and the need for assistance in some adjustment areas may be greater on one level than on others. A natural question then arises, what is the theoretical model for guidance services that school counselors should follow in order to meet the different needs of students and other school personnel?

In response to the above question, there were two general models of guidance services proposed by Shaw (1968) and Morrill, Oetting, and Hurst (1974). These two models seem to make various significant options for school counselors to implement guidance and counseling services. In the following section, an explanation of each model is presented.

As can be seen in Figure 1, four main variables are taken into account in the model. They include consideration of why guidance services are rendered, who should receive guidance services, when such services should intervene in the child's life, and how such services might be rendered. It is assumed that these four questions

must be answered in order to develop a meaningful guidance program, and that in order to be effective the program must pick a primary point of emphasis.

Figure 1
A General Model for Guidance Services
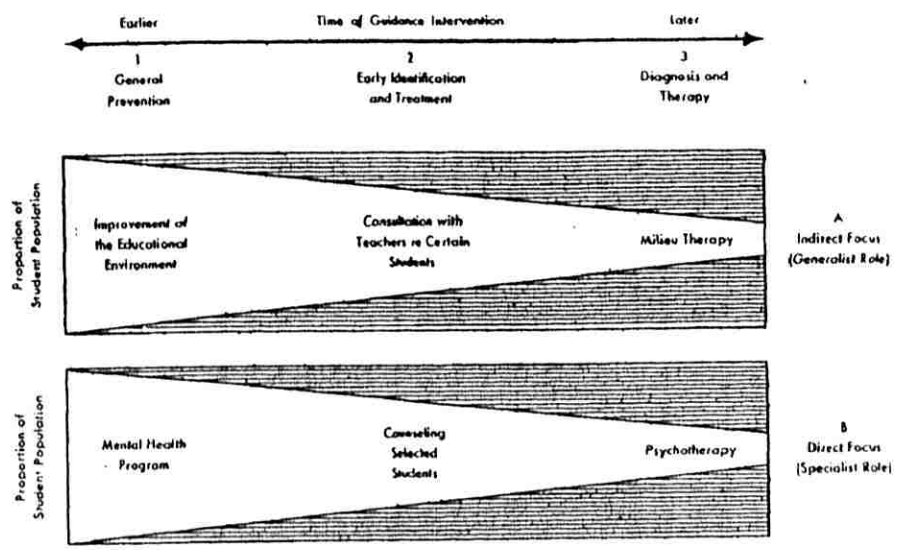
The horizontal dimension represents the time at which guidance intervention takes place. The two different rectangles represent two basic techniques for achieving objectives—directly through working with students or indirectly through working with significant adults in the learning environment. The proportion of the population which can be reached through a given technique initiated at a given time is indicated by the white areas. Shaded areas represent the proportion of the population not reached by a given program

Adapted from Shaw, M. G. (1968). The foundation of theory in guidance programs. Boston: Houghton Mifflin Company p. 15

Figure 1 represents a way of conceptualizing some of the different kinds of choices, which are open to guidance specialists with respect to program focus. With regard to who should receive guidance services, Shaw (1968) believes that guidance services are for all children. He further notes that from the ethical point of view it can hardly

be argued that guidance services are only for a restricted number of children in the schools.

In order to intelligently examine why school children need guidance services, it is necessary to examine briefly the purposes of education itself (Shaw, 1968). This is based on the notion that guidance is not something separate from education. All guidance is essentially education (Anand, 1992). According to Shaw (1968), there are three basic general responsibilities of education. The first is the *transmittal of knowledge and skills*. This purpose encompasses the historic and generally accepted role of education. The second purpose, which has gained prominence in more recent times, stresses the *preparation of the learner* to actively and effectively gain new knowledge and skills. The third purpose, closely related to the second, focuses on the preparation of the learner to effectively apply his skills to practical problems, problem solving, or new learning situations. Given these three purposes of education it can be argued that guidance services are needed in a school setting to provide a situation or atmosphere in which the skills and knowledge deemed by society important to learn can be adequately learned in such a way that the student can put his knowledge to effective use.

According to the model, guidance efforts may be directed toward (a) general prevention, (b) early identification and treatment, or (c) diagnosis and therapy. In general prevention, the program is aimed at the entire population and must, in terms of content, have a general and comprehensive emphasis. It may be a preventive approach in the sense that it will prevent a small problem from getting worse. It is

not a preventive approach from the point of view that it prevents the problem from ever occurring. The second approach implies early identification and special treatment of those individuals predicted, according to specified criteria to have a high probability of developing pathology. Diagnosis and therapy are part of the usual post-facto approach of treating the pathology only after it has developed to a point where it is easily recognizable or can no longer be tolerated.

The extreme left-hand side of the diagram represents the provision of guidance services for all children at the earliest possible time in their school careers. Movement to the right-hand side indicates intervention at a later date. It is assumed that services appearing toward the right-hand side will require more intensive long-term work, while services appearing toward the left-hand side can be accomplished through less intensive treatment and through utilization of group techniques. For this reason, the later that guidance intervention occurs, the fewer will be the number of individuals in the school situation who can be served by the program.

Indicated within Figure 1 are six basic approaches, three of which are related to the direct focus on the child himself and the other three to influencing the child's learning environment. The direct approach consists of a mental health program, identifying and counseling selected students, and diagnosis and psychotherapy. The indirect approach, on the other hand, includes improvement of the educational environment, consultation with teachers about selected students, and milieu therapy.

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A mental health program is begun in the child's school career and is intended to reach the total student population. Its basic purpose is to prevent certain difficulties and to assist the student in developing along optimum lines (the so-called developmental approach). The second approach (counseling selected students) may involve the use of personality screening devices in order to determine which children show signs of developing pathology. Such concerns as study problems, shyness, classroom misbehavior, failure to complete academic work in appropriate ways, and misunderstandings with parents are typical of the kinds of situations which might be dealt with in this kind of program. Either group or individual procedures may be utilized, although, in practice, emphasis is clearly on the latter techniques. Thirdly, the implementation of this focus clearly indicates the carrying out of intensive diagnostic procedures followed (sometimes) by intensive psychotherapy. When therapy is carried out, it is typically done on an individual basis.
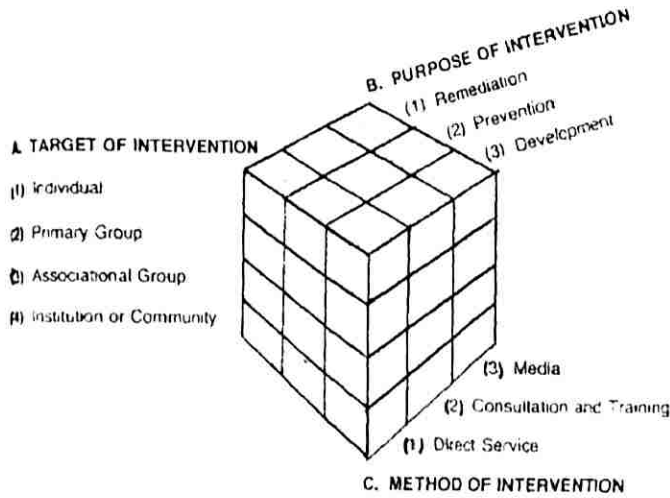
As for the indirect approach, the focus of improvement of the educational environment is to bring about conditions within the child's educational environment that will lead to maximum utilization of abilities within the school situation. Environment as utilized in this instance is conceived of as including the school situation and those elements of the environment outside of the school situation which have a bearing upon the child's school performance. Such an approach is intended to reach all children through influencing the behavior of significant persons in the child's environment.

The focus of consultation with teachers about selected students involves making the guidance specialist available to teachers to consult with them about children in their classes who are having learning difficulties. Such learning difficulties may be directly related to the curriculum and the child's mastery of it, or may be indirectly related to it in the form of behavior difficulties which in turn are impeding the child's progress. The milieu therapy approach involves changes in the normal placement of students within the school situation. It normally occurs at a later time with respect to developing pathology, and therefore more intensive treatment in indicated.

Model Two as shown in Figure 2 (hereafter referred to as the Morrill model) is composed of three categories or dimensions of counselor intervention: the target of intervention, the purpose of intervention, and the method of intervention.

Figure 2

The Dimensions of Counselor Functioning Model

A. TARGET OF INTERVENTION

(1) Individual

(2) Primary Group

(3) Associational Group

(4) Institution or Community

B. PURPOSE OF INTERVENTION

(1) Remediation

(2) Prevention

(3) Development

(3) Media

(2) Consultation and Training

(1) Direct Service

C. METHOD OF INTERVENTION

Adapted from Morrill, W. H., Oetting, E.R., and Hurst, J.C. (1974) Dimensions of counselor functioning. Personnel and Guidance Journal, 52, 354-359.

According to Morrill et al. (1974), the target of counselor intervention includes: (a) *individuals*—clients seen on a one-to-one or small group basis, (b) *primary groups*— groups such as family and intimate friends who most influence the individual's self-concept, (c) *associational groups*—groups based on choice or chance associations whose "members share a consciousness of similar interests or needs and band or join together in some organizational way to pursue those interests", and (d) *institutions or communities*—collective arrangements of individuals who differ from associational groups in that they do not necessarily involve any meetings of the members of the group.

The purposes of counselor intervention as shown in the Morrill model involve: (a) *remediation*—intervention spawned by an individual's pain or by a group's failure, (b) *prevention*—intervention intended to anticipate and prevent future problems, and (c) *development*—intervention designed to enhance the functioning and developmental potential of healthy individuals and groups.

The three methods of intervention are as follows: (a) *direct service*—intervention that requires direct contact between the counselor and the target, (b) *consultation and training*—the means by which counselors indirectly affect the target population through allied professionals and paraprofessionals, and (c) *media*—methods such as computer-assisted counseling, video-taped interview, and programmed human relations training materials by which counselors enhance and extend their influence.

Given the two models of guidance services proposed by Shaw (1968) and Morrill et al. (1974) as discussed above, it is important to note here, the former appears to be more philosophical, while the latter tends to be more practical. For this reason, therefore, the Morrill model is used as the theoretical framework of the present study.

To implement the Morrill model of guidance services, an attempt has been made by many authors to present types of guidance services to meet the different needs of students (Anand, 1992; Crow and Crow, 1960; Bigelow and Humphreys, 1967; Van Hoose and Pietrofesa, 1970; and Schmidt, 1993). Seen as a total program of the

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process of education, Anand (1992) believes that there are seven services involved in the guidance program. They are (1) orientation service, (2) individual inventory service, (3) general information service, (4) counseling, (5) placement, (6) follow-up service, and (7) research and evaluation service.

Crow and Crow (1960) point out that young pupils need guidance and counseling services that will meet certain needs in their growth and development. These services include the following:

1. Personal development and adjustment. This domain consists of self-understanding, discovery of potentialities, special aptitudes and interests, recognition and development of favorable attitudes and habits, self-direction, and the elimination of undesirable traits.

2. Educational progress and adjustment. This domain includes selection of appropriate courses in line with individual needs, interests, abilities, and circumstances, and choices of the right types of advanced training, college or otherwise.

3. Occupational development and adjustment. This aspect consists of information on occupational opportunities and trends, knowledge of occupational fields toward which individual aptitudes and interests may best be directed and help in finding suitable employment.

4. Follow-up after leaving school. This refers to research with respect to the needs of students and the effectiveness of the secondary school curriculum.

According to Bigelow and Humphreys (1967) students appear to seek assistance from school counselors regarding their vocational and educational future, school work adjustment, curriculum and teaching procedure. Van Hoose and Pietrofesa (1970) believe that guidance is to provide professional aid to individuals in three areas: (1) academic motivation, progress and achievement, (2) social and behavioral adjustment and development, and (3) educational-vocational orientation.

Schmidt (1993) notes that adolescents continue to need services that are developmental in nature, focusing on educational and career planning, academic achievement, social acceptance, self-awareness, and sexual development. Yet, their specific concerns are more problem-centered and crisis-oriented than simply developmental in nature.

Realizing the importance of the theoretical basis of guidance and counseling developed by Morrill et al. (1974) and the guidance services proposed by Anand (1992), Crow and Crow (1960), Bigelow and Humphreys (1967) and Schmidt (1993), the following conclusions can be made. First, the development and utilization of guidance philosophy and theory is vitally necessary if meaningful and effective guidance programs are to be offered. If theory is to be useful, however, it must be developed in such a way that guidance workers will perceive it to have utility and relevance to their functioning.

Second, guidance involves a total program of the process of education, thus, the aim of guidance is congruent with the aim of education that is transformation of knowledge and skills and inculcation of moral values from one generation to another generation. Finally, guidance services may vary from one country to another based on the needs in the growth and development of the students. Nevertheless, the commonly accepted roles of secondary school counselors are personal guidance, educational guidance, and vocational guidance.

Based on these conclusions, it is crucial to investigate the current status of guidance and counseling programs in Indonesia that has been introduced since 1975. That is to determine the extent guidance and counseling programs recommended by the Ministry of Education and Culture were being implemented in public secondary schools in the Province of East Java. In the following section, a general idea and brief explanation of the implementation of guidance and counseling program in Indonesia is presented.

Development of school guidance and counseling in Indonesia

It is a widely accepted idea that school guidance, as a worldwide-organized movement is a phenomenon of the twentieth century. Guidance is an all-round process of education meant to facilitate for each child the development of his maximum potentialities (Anand, 1992). In the Indonesian context, the aim of guidance and counseling is in line with the aim of the national education as clearly

spelled out in the National Education System Law, Chapter II, Article 4 (Harun, 1990).

> The National Education System of Indonesia is generally aimed at elevating the intellectual life of the nation and developing the Indonesian people fully, i.e. as people who are devoted to God, have knowledge and skills, are in good physical and spiritual health, are independent and fair, and feel responsible for their countrymen and nation (p.93).

Guidance plays an important role in helping schools to achieve the aim of the national education. Indonesia, like other developing countries, is also concerned with school guidance. The need for school guidance in Indonesia is not only based on the philosophy of guidance as discussed earlier but also based on its unique geography. Indonesia is the largest archipelago in the world. It consists of five major islands and about 30 smaller groups. The figure for the total number of islands is 17,508 according to the Indonesia Naval Hydro-Oceanographic office. Its population is made up of various native ethnic groups with a predominantly Muslim population, and according to a census in 1995, the overall population was 194,754,808, with an annual growth rate of 1.7 percent. By the year 2000, Indonesia's population was projected to reach at least 210 million (Central Bureau of Statistics, Republic of Indonesia, 2000).

Tremendous changes are taking place in the Indonesian society. These changes, as Prayitno (1980) notes, are directly or indirectly influenced by the major factors and events occurring in the society. Prayitno mentions five major factors. They are: (a) changes in political systems and situations, both nationally and internationally, (b) advancement of science, education and technology, (c) advancement of national culture and foreign cultural penetration, (d) advancement of social and economic conditions, and (e) the rising demands of the people. All changes and advancements in various aspects of the society, as he argues, serve to create almost unlimited hopes, possibilities and opportunities for individuals. As a consequence, the nation needs guidance to provide solutions to the challenges facing the country in this new millennium.

Historically, the guidance and counseling movement in Indonesia began in 1960 when all the Faculties of Teacher Training and Education (FKIP: Fakultas Keguruan Ilmu Pendidikan) which is now known as Institute of Teacher Training and Education (IKIP: Institut Keguruan Ilmu Pendidikan) in Indonesia organized a conference in Malang, East Java, from 20–24 August 1960. The conference discussed the concept of school guidance and counseling, as it was implemented in the United States and the possibility of establishing and implementing such a program in Indonesia. It was decided in the conference to introduce guidance and counseling in FKIP curriculum (Gunawan, 1992). This was the first step toward the establishment of school guidance and counseling at the national level.

Guidance movement gained momentum in 1962 when the Ministry of Education and Culture introduced a new curriculum in SMA (Sekolah Menengah Atas: Upper Secondary School), comprising three major fields of study, i.e. Science, Social Studies and Arts (Mappiare, 1984). This new curriculum made guidance and counseling services crucial to secondary school students as they need to make wise decisions in selecting courses in line with their interests, potentials, and abilities. Finding out what courses of study to be pursued, what type of study habits to be developed and how to develop and maintain healthy attitude and motivation for studies are some of the important matters that students need assistance from the school counselors.

Although school guidance and counseling in Indonesia was formally introduced in 1975, when the Ministry of Education and Culture introduced the new curriculum known as "Curriculum 1975", guidance and counseling have traditionally been practised informally by teachers in schools well before that (Mappaiare,1984 and Gunawan,1992).

In 1967, the Ministry of Education and Culture opened the Department of Guidance and Counseling in IKIP throughout Indonesia with the objectives of preparing professionally trained school counselors. In 1971, the Ministry of Education and Culture introduced guidance and counseling in Sekolah Pembangunan (Developmental School). The Ministry of Education and Culture appointed eight IKIPs to run the schools. They are IKIP Jakarta, Bandung, Semarang, Yogyakarta,

Surabaya, Malang, Padang, and Ujung Pandang. In the same year, the Education Development Division, under the Ministry of Education and Culture introduced operational guidelines to be used in implementing school guidance programs in Sekolah Pembangunan (Mappiare, 1984).

In 1975, the Ministry of Education and Culture introduced a new curriculum for all the public schools throughout the country. This new curriculum is called "Curriculum 1975". With the new curriculum guidance became an integral part of the total educational program. Thus a guidance and counseling program became part of the secondary school system. The person in charge of school counseling is appointed by the Ministry of Education and Culture.

The Ministry of Education and Culture organized the First National Guidance Convention in Malang, East Java, from 15 to 17 December 1975. The convention was attended by approximately 60 representatives from all IKIPs in Indonesia. On the last day of the convention, Ikatan Petugas Bimbingan Indonesia (IPBI: Indonesian Guidance Personnel Association) was officially launched in Malang. For the first two years, from 1976-1978, the organization was chaired by Drs. Rosyidan, M.A. Its headquarter is located in Malang and it has 9 regional offices located throughout Indonesia: North Sumatera and Aceh, West Sumatera, Riau, Jakarta, West Java, East Java and Bali, Central Java, Yogyakarta, and Kalimantan.

The activities conducted by IPBI were:

1. The Second National Guidance Convention held in the University of Satya Wacana, Salatiga, from 13 to 17 December 1976.

2. The Third National Guidance Convention held in IKIP Semarang, Central Java, in April 1978.

3. National Seminar: "The Trend of Guidance and Counseling in Indonesia" held from 23-24 July 1980 in Jakarta.

4. The Fourth National Guidance Convention held in Bandung, in February 1981.

5. The Fifth National Guidance Convention held in Yogyakarta, in 1983 (Mappiare, 1984).

IPBI was also actively involved in the World Congress on School Guidance by sending its representative to conferences in other countries. In 1980, for instance, Dr. P. Hattari, president of IPBI, Dr. Engkoswara, vice president, and Dr. Adolef Simulungan representing IPBI Manado, represented Indonesia at the Tenth International Association of Education and Vocational Guidance (IAEVG) Congress in Manila, from 1 to 5 September 1980. IPBI also sent its representative to the Fourth Asian Regional Association for Vocational and Educational Guidance (ARAVEG) organized by Malaysia Vocational Guidance Association (MAVOCA) from 9 to 12 September 1980 in Merlin, Kuala Lumpur, Malaysia. In 1983, Indonesia was a host for the Fifth ARAVEG. In this conference, Prof. Dr. Conny Semiawan Stamboel, the President of IPBI (1981-1986), presented her paper on career guidance in school (Mappiare, 1984).

In its latest development, IPBI changed its name to ABKIN (Asosiasi Bimbingan dan Konseling Indonesia: Indonesian Guidance and Counseling Association). This change was made at the IPBI General Assembly held in Lampung, Sumatera, in 2001. The president of this association for the period of 2001-2004, is Prof. Dr. Soenaryo Kartadinata, from UPI (Universitas Pendidikan Indonesia: Indonesian University of Education) Bandung, formerly known as IKIP Bandung.

The Ministry of Education and Culture considers the following policies and principles of guidance as an essential basis for implementing school guidance and counseling program. These policies and principles are (1) principles of school guidance, (2) functions and services of school guidance, (3) scope of school guidance, (4) qualification and requirement of school counselor, (5) work load and duties of school counselor and (6) organizational structure of school guidance. The following section presents a brief explanation for each principle based on the guideline for school guidance and counseling issued by the Ministry of Education and Culture in 1994.

Principles of school guidance. The principles of school guidance are divided into four categories, namely, principles regarding the target clients, guidance principles for individual problems, guidance principles regarding the program itself, and principles regarding the implementation of the guidance program.

There are four basic principles regarding the target clients. First, **guidance** and counseling services are provided for all individuals irrespective of their age, gender, race, religion and socio-economic status. Second, guidance and counseling are concerned with the individual's unique personality and behavior. Third, guidance and counseling are concerned with all aspects of individual development. Fourth, guidance and counseling are concerned with individual differences.

With regard to the principles of guidance for individual problems, guidance and counseling are concerned with the influences of physical environment on individual adjustment and social interaction at home, school and at the work place. Guidance and counseling are also concerned with the factors causing individual problems, such as social and economic gaps and cultural differences.

With regard to the principles of the guidance program, the Ministry of Education and Culture clearly stated four basic principles. First, since guidance and **counseling** are an integral part of education and individual development, the implementation of the guidance program must run concurrently with the education program and individual development. Second, the guidance program must be flexible in nature because it is aimed at meeting the needs of individuals, society and the nation. Third, the guidance and counseling program is to operate from primary school to higher education. Fourth, the guidance and counseling program shall be evaluated in a systematic way.

Finally, in the implementation of the guidance program, it is stated that guidance and counseling are intended to help an individual in directing himself and solving his problems. In the decision-making process, an individual must be given freedom to make his own decisions without any pressures from other people. An individual with special problems must be given special care from professionally trained counselors. The success of the guidance program lies in the cooperation between counselors, teachers and parents. Throughout its development, a guidance program must be based on evaluation of all personnel involved in carrying out guidance and counseling services.

Functions and services of school guidance. According to the guidelines for School Guidance from the Ministry of Education and Culture (1994), the following are the functions of school guidance:

1. Understanding: This means that guidance and counseling is to help a student to self-understanding. Guidance is the process of providing self-knowledge to each individual about what he is and what he is not.

2. Preventive: This indicates that guidance and counseling is to prevent a student from being involved in negative behavior that might inhibit his developmental process.

3. Remedial: This is to help students in solving their problems.

4. Developmental: This means that guidance is to facilitate each and every child for the development of his potential, interests and talents (p.3-4).

The above functions are implemented through guidance services to meet all the needs of secondary school students. According to the guidelines there are seven main services, namely: orientation, individual inventory, general information, counseling, placement, follow-up, and research and evaluation. These services are considered ideal school guidance and counseling services. School personnel who work cooperatively as a team provide the services for all students. The secondary school counselor is a member of this team and plays an important role.

Scope of school guidance. The guidelines for the school guidance and counseling established by the Ministry of Education and Culture also mention that the scope of practice of the school counselor includes three main domains, namely: educational guidance, personal-social guidance, and career/vocational guidance. The objectives of educational guidance are to help students in applying effective study skills, setting goals, learning effectively, and gaining test-taking skills.

The objectives of personal-social guidance, on the other hand, are to help students in gaining self-awareness, developing positive attitudes, making healthy choices, respecting others, gaining responsibility, developing relationship skills, resolving conflicts, and making effective decisions.

As for career/vocational guidance, the objectives are to help students in forming a career identity, planning for the future, combating career stereotypes, and analyzing skills and interest.

Qualification and requirement of school counselor. The qualification and requirement of school counselors is described in terms of education, experience, and personal fitness.

A. Education.

    A. 1. General

        A counselor must have a bachelor's degree from an accredited institution and must meet fully the regular national educational requirements for a teacher's certificate valid for the grade level in which the counselor is employed.

    A. 2. Professional

        A counselor must have at least the equivalent of a master's degree with emphasis in the essentials areas of the guidance program. A basic course in "Principles and Practices of the Guidance Program" should be a prerequisite to this training. The essential areas in each of which some training is required are:

        a. Core areas of training: (1) the counseling process, (2) understanding the individual, (3) educational and occupational information, (4) administrative relationship of the guidance program, and (5) research and evaluation procedures for counselors.

b. Training supplementary to the core areas. In addition to the above required core areas of training, counselors shall have had or shall secure training in psychology, economics, and sociology.

B. Experience

A practicing counselor must have had at least 2 years of successful teaching or counseling experience, 1 year of cumulative work experience in a field other than school work, 3 to 6 months of supervised counseling experience or internship, and sufficient experience in activities of social significance. such as volunteer work in the community, to reveal interest in working with others and to indicate leadership ability.

C. Personal fitness

The personal qualification of a prospective and practicing counselor can be placed in four groups: scholastic aptitude, interest, activities, and personality factors. Any one of these sources may not provide sufficient evidence, but the four combined should indicate a pattern of interest in and an ability to work with people.

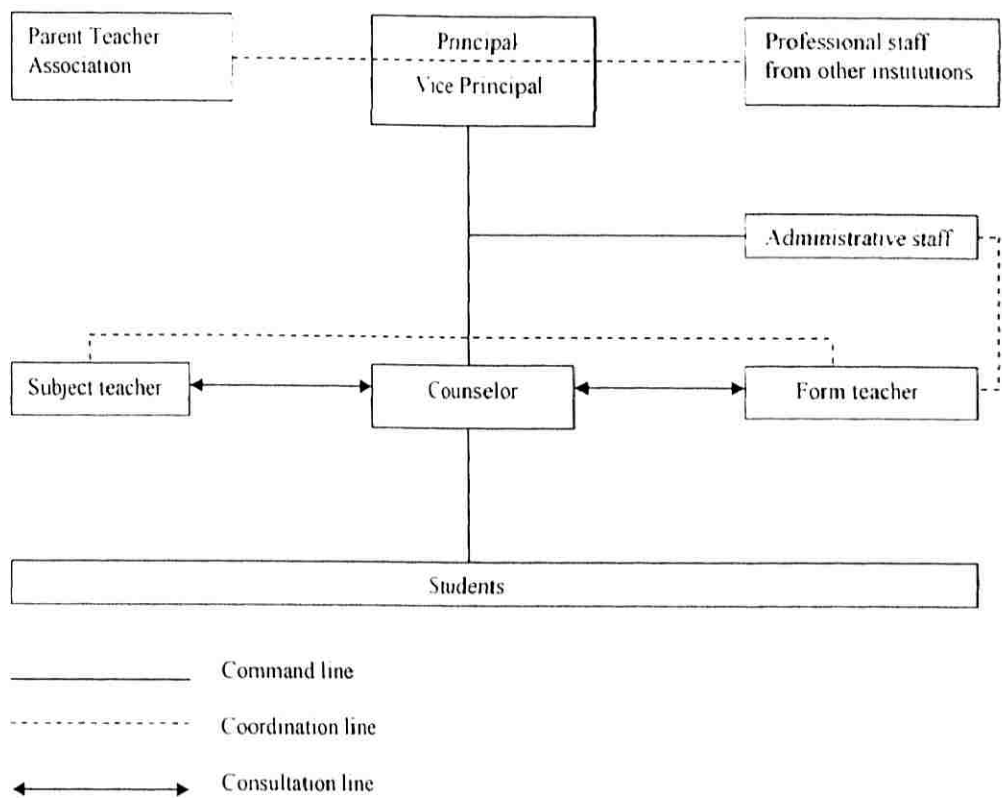**Work load and duties of school counselor**. Since the role of counselors is different from that of subject teachers as they are not teaching any subject, the work load of a school counselor as determined by the Ministry of Education and Culture is 36 hours/week. In this regard, the school counselor is given an allocation of 12 hours/week to plan and design yearly comprehensive guidance programs in the areas

of personal, educational, and vocational guidance for each level (Form 1 to Form 3). School counselor should spend 18 hours/week on implementing the planned guidance programs in the three main areas, namely, personal, educational, and vocational guidance. Finally, the school counselor should spend 6 hours/week on evaluating guidance programs.

More specifically, the duties of school counselors are to (1) plan yearly school guidance programs, (2) socialize and communicate school guidance programs to students, teachers, and other school personnel, (3) implement the planned school guidance programs, and (4) evaluate the effectives of school guidance programs.

Organizational structure of school guidance. The following table presents a typical organizational structure of a guidance and counseling unit in secondary schools in Indonesia.

Table 3
Typical organizational structure of a guidance and counseling unit in
secondary schools in Indonesia.

Parent Teacher Association	Principal Vice Principal	Professional staff from other institutions

Administrative staff

Subject teacher	Counselor	Form teacher

Students

———————— Command line

- - - - - - - - - Coordination line

◄———————► Consultation line

Since the implementation of school guidance services in Indonesia is still in the early
process of development, it is understandable that these services have not met their
ultimate goals. According to Sukardi (1983) the school guidance and counseling
services were done on a 'trial and error' basis. This is due to lack of school
counselors, lack of in-service training for school counselors, and lack of facilities.
Gunawan (1992) adds some other factors such as teacher/counselor salaries, lack of
funds, and most importantly lack of qualified counselors who have broad knowledge,

experience and counseling skills. Similarly, Mukhlisoh (1998) indicate that not all counselors are given the opportunity to meet students in the classroom to introduce counseling services; counselors are assigned additional work not in line with their profession, and the school policy is non-supportive. Iksan (1998) regards the inadequacy of budget or funds as a serious barrier in carrying out the guidance program.

In short, an attempt has been made to describe the progress and development of guidance and counseling services in Indonesia. Given the nature of guidance and counseling in Indonesia and knowing the philosophical background on which it was established, it follows that basic information on the school counselor's role as perceived by students, teachers, and counselors themselves is required for the better implementation of guidance and counseling services in Indonesia. This is mainly because the guidance and counseling movement in Indonesia is at its early stage— the focus is still on the development of the guidance and counseling services in the school and the counselor education program. This information will help the school counselors play their role in helping students understand themselves, cultivate their potential, develop self-confidence, self-reliance, self-direction and develop the ability to make wise decisions.

Although the guidelines of the guidance and counseling programs in Indonesia are clear, we are not yet sure about its effectiveness in meeting students' needs. As a consequence, the following questions can be posed: are school counselors in

Indonesia really performing their functions as described in the guidelines for school guidance services? If so, to what extent do school counselors perform their roles? If not, is it due to the lack of counselor's skills to carry out their duties and responsibilities or is there any other reason for school counselors not performing their roles? Are students really receiving guidance services from the school counselors? Are students satisfied or dissatisfied with the services provided by the school counselors?

Answers to those questions have serious implications for the school counselors if they want the school guidance program to run smoothly. Studies need to be carried out to seek answers to these issues and questions in the Indonesian education environment. This study is formulated to find out whether school counselors in Indonesia perform their role as they should as perceived by students, teachers, and counselors themselves.

Statement of the problem

The School counselor's role varies in some respect from one school to another and by geographical region. Not only do administrators, teachers, parents, and students have diverse and varied perceptions of the functions and the role of the school counselor, counselors themselves are also not in accord (Riese and Stoner, 1969). Generally, there is an issue of clarity concerning the role of secondary school counselors. Williams (1993) states that role ambiguity contributes to role confusion

and lack of clarity about the field of school counseling. Podemski and Childers (1982) noted that incorrect perceptions of the counselor's professional role and leaving it as an unresolved issue will negatively affect the school counselor's effectiveness. Cole (1991), Homburger (1991), and Sears (1993) pointed out that although some awareness exists in terms of role definition of school counselors, confusion continues among school administrators, classroom teachers, parents, students, and professionally trained counselors. Obviously, a clear concept of the role and function for the school counselor is necessary for the professional identity of counselors and for counselor training programs (Srisuvana, 1979).

The role of counselors within the educational system has often been poorly defined. Podemski and Childers (1982) suggest that confusion regarding the role of the counselor in the literature has not only had a detrimental effect on the counseling profession, but also has made it more difficult for the practicing counselor to develop individual performance expectations that are consistent with the purpose of the counseling profession. Therefore, there is a definite need for further clarification of the role of the counselor. Goodlad as cited in See (1996) notes that if counselors do not understand what they are doing, their chances of doing their work poorly are greatly intensified.

There have been a lot of efforts to determine the school counselor's role within the last three decades. In 1976 the American School Counselor Association (ASCA) identified the role of school counselors as follows:

1. Demonstrate respect for the worth, dignity, and quality of students' human rights.

2. Show concern for and assist in planning of the students' educational, career, personal and social development.

3. Aid students in self-evaluation, self-understanding and self-direction, enabling them to make decisions consistent with their immediate and long range goals.

4. Assist students in developing healthy habits and positive attitudes and values.

5. Encourage students to participate in appropriate school activities with a view toward increasing effectiveness in personal and social activities.

6. Participate in the planning and design for research that may have beneficial results for counselees.

7. Assist students in the development of awareness of the world of work and in the use of school community resources.

8. Help students to acquire a better understanding of the world of work through the acquisition of skills and attitudes and/or participation in work related programs.

9. Encourage students to plan and use leisure-time activities and to increase personal satisfaction.

10. Clearly indicate the conditions under which counseling is provided with respect to privileged communication.

11. Assist in students' adjustment to senior high school, evaluate academic progress, and review graduation requirements.

12. Make referrals to appropriate resources whenever professional or role limitation curtails assistance.

13. Assist students in understanding their strengths, weaknesses, interests, values, potentials, and limitations (p.228-234).

Miller (1989) states that the school counselor's role should include the following eight roles, in order of importance: counseling and consultation, coordination, professional development, career assistance, organization, educational planning, assessment, and discipline. Isaken as cited in Belkin (1981), on the other hand, in defining the role of the school counselor, suggests the following five basic roles:

1. Motivate pupils to seek counseling through a creative and continuous program of orientation to counseling.

2. Conduct research designed to measure the effectiveness of the counseling services.

3. Provide informational services to pupils designed to meet their need for educational, vocational, and personal-social information.

4. Assist in providing testing services designed to help each pupil appraise his capabilities, achievement, interests, and levels of adjustment.

5. Assist in the placement and grouping of pupils. This could include helping new students select courses of study. The school counselor should not involve himself in performing administrative duties such as issuing failing reports, establishing an honor roll, etc. He should not be required to function as a school disciplinarian, either (p. 214).

Stinzi and Hutcheon (1972) identify the following seven roles:

1. He should be a source of information for career guidance and vocational opportunities.

2. He should be open for discussion on social and personal problems.

3. He should not be a disciplinarian, but should be available for consultation on discipline problems.

4. His qualities should include sincerity and integrity—someone the students can have faith in.

5. He should allow students to make their own decisions.

6. He should be available to orient new students.

7. He should encourage an open-door policy (p.19).

In 1970, Carmical and Calvin as cited in Belkin (1981) found that the top five functions of counselors are:

1. Providing the student an opportunity to "talk through his problems".

2. Counseling with potential dropouts.

3. Counseling with students concerning academic failure.

4. Counseling with students in evaluating personal assets and limitations.

5. Counseling with students concerning learning difficulties. (p. 292).

Peters as cited in Herr (1979) indicates that a more realistic description of the work of secondary school counselors would include eight general areas of activity. They are: (1) counseling and group guidance; (2) registration, curriculum, and special-

course placement; (3) testing; (4) records; (5) conferences and consultations; (6) coordination, liaison, and public relations; (7) professional growth, program development, research and innovation; and (8) evaluation and accountability systems. Beck (1966) identifies four roles of the school counselor: (1) he is a school staff member committed to education and the educational process; (2) it is his function to study human lives and the contingent environment in which they live; (3) the school counselor should devote a two-thirds majority of his time to counseling with individuals; and (4) he is a consultant to teachers, administrators, and parents.

Sortland (1986) writes that the basic role and function of the school counselor is to implement the philosophy and objectives of the guidance and counseling unit. More precisely, he says that the counselor should be committed to helping individuals understand themselves, understand their rights and their freedom to choose, understand their alternatives and the possible consequences of their decisions, to help them make decisions, and to take responsibility for their decisions. Seligman (1994) believes that the school counselor's role should not be primarily that of working with a small number of troubled children; rather, the focus of the counseling should be on helping all children to maintain positive development. Consequently, group and consultation approaches must be employed to enable counselors to have an impact on large numbers of children.

The above lists show that the school counselor's role is varied. In fact, a definition of the counselor's role has never reached final agreement among school counselors.

teachers feel about the school counselor's functions and the importance of these functions, we will be in doubt as to the effectiveness of the school guidance and counseling programs.

Determining the perceptions of counselors, students, and teachers is a step toward the achievement of a better and more harmonious understanding of the role of the school counselor. One of the means of ascertaining the school counselor's role is to look at the counselor's role through the eyes of the counselor him/herself and through the eyes of others, such as, teachers, students, and administrators. Teachers and administrators are the groups who have close interaction with the school counselor and students are receivers of the services, thus they may have different perceptions of the counselor's role (Cureg, 1983). The perceptions of these groups must be defined and clarified, as they are all involved in the administration and implementation of the guidance and counseling program.

The counselor, as Anand (1992) states is primarily a guidance worker and without him no worthwhile program of guidance can be visualized at all in any situation. In other words, the counselor in school is a symbol of the guidance program as the effectiveness of the guidance program rests with the counselor. This has been made clear by Wrenn as cited in Anand (1992) who says "The counselor is the major factor in the effectiveness of any pupil-personnel program and the program is best seen in relation to him. If this function is clear, the balance of the guidance picture falls in perspective" (p. 25). The students are the main concern of the school
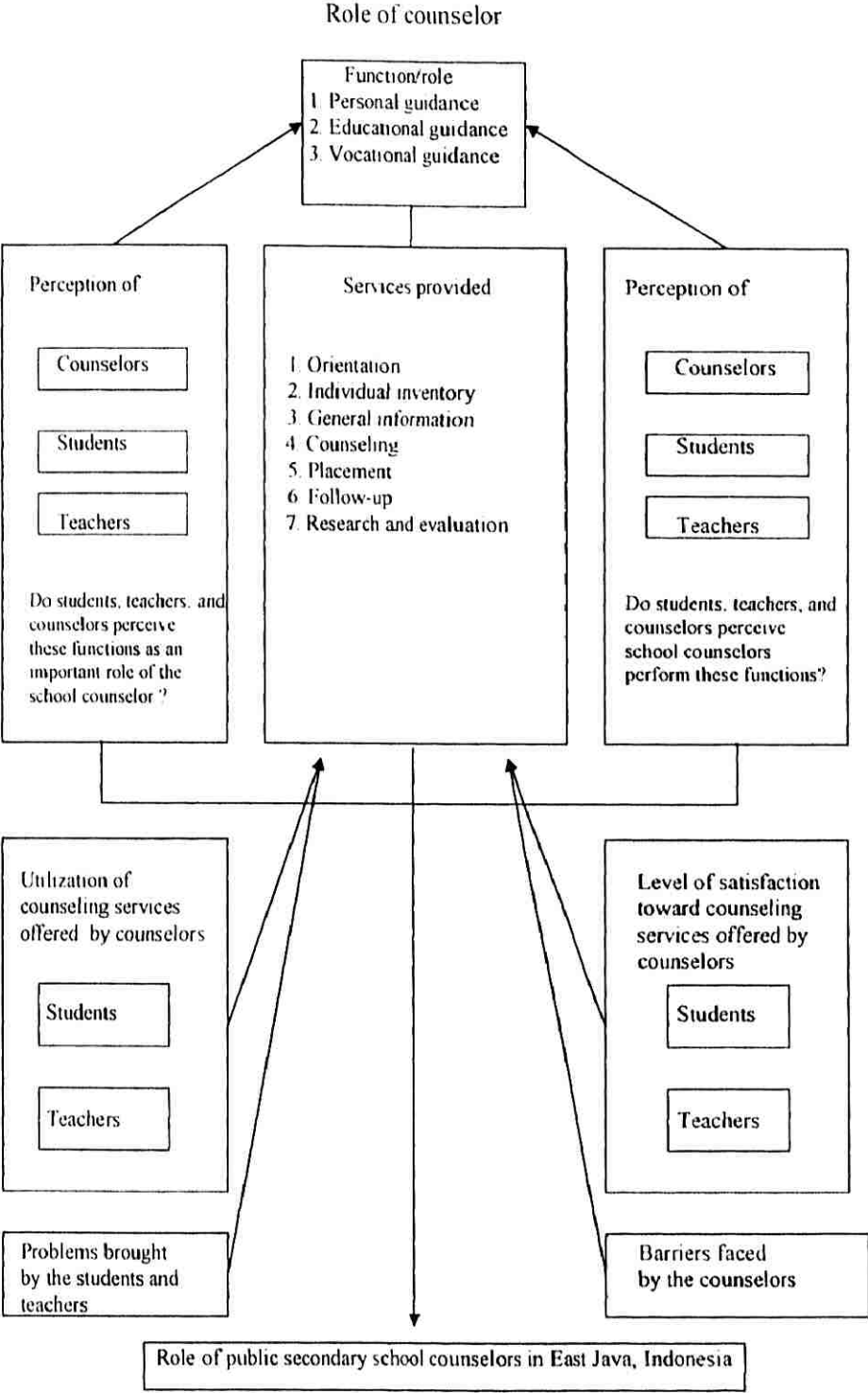
guidance program as they are the primary recipients of the school counselor's assistance, thus feedbacks as to how they perceive the counselors are necessary in developing objectives to respond to students' needs.

Similarly, teachers also play a key role in implementing a successful guidance and counseling program (Wittmer and Loesch, 1975) as they are the closest persons to the students. The importance of teachers' perception of the counselor's role is emphasized by Valine, Higgins, and Hatcher (1982). They note that a greater understanding of the counselor's professional role by teachers would enhance the teacher's ability to effectively evaluate the role of the counselor. Furthermore, Quinn (1969) states that the teacher's understanding of the counselor's role would promote a cooperative and professional working relationship between counselors and teachers.

The above discussion indicates that looking at a guidance program from the perceptions of counselors, students, and teachers will enhance the work of the school counselors in developing programs that are accountable and meet the needs of all students. The need for accountability has demanded clarification of the counselor's role (Hutchinson, Barrick, and Groves, 1986; Hutchinson and Bottorff, 1986; Ibrahim, Helms and Thompson, 1983). Therefore, the need for assessing the perceptions of counselors, students, and teachers toward the school counselor's role, and whether the counselors perform the role and meet the needs of the students, cannot be taken for granted as perceptions can provide valuable feedback that can be

utilized to enhance the program. The need for this study also emerges from the concern that if school counselors, students, and teachers do not accurately perceive the school counselor's professional role, the counselor's position in the school is endangered. In brief, the conceptual framework of the present study is visualized in the following diagram.

Figure 3: Conceptual framework of the study

Role of counselor

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                    ┌─────────────────────────┐
                    │  Function/role          │
                    │  1. Personal guidance   │
                    │  2. Educational guidance│
                    │  3. Vocational guidance │
                    └─────────────────────────┘
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Perception of	Services provided	Perception of
Counselors	1. Orientation	**Counselors**
	2. Individual inventory	
Students	3. General information	**Students**
	4. Counseling	
Teachers	5. Placement	**Teachers**
	6. Follow-up	
	7. Research and evaluation	
Do students, teachers, and counselors perceive these functions as an important role of the school counselor ?		Do students, teachers, and counselors perceive school counselors perform these functions?

Utilization of counseling services offered by counselors	Level of satisfaction toward counseling services offered by counselors
Students	**Students**
Teachers	**Teachers**

Problems brought by the students and teachers	Barriers faced by the counselors

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┌────────────────────────────────────────────────────────────┐
│ Role of public secondary school counselors in East Java,    │
│ Indonesia                                                    │
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The above diagram shows that the role of school counselors includes three main functions, namely, personal guidance, educational guidance, and vocational/career guidance. According to Anand (1992) personal guidance is the core of all types of guidance worth the name. It includes self-understanding, discovery of potentialities, special aptitudes and interests, recognition and development of favorable attitudes and habits, self-direction, and the elimination of undesirable traits. Personal guidance projects the personality of an individual to himself, as he should really visualize himself in the right perspectives. Educational guidance, on the other hand, focuses on the selection of appropriate courses in line with individual needs, interests, abilities and circumstances, and the choice of the right type of advanced training, college or otherwise. Educational guidance assists an individual to develop himself as an educated person who is loved and admired by the society as a whole. Information on occupational opportunities and trends, knowledge of occupational field toward which individual aptitudes and interests may be directed and help in finding suitable employment are considered important aspects of vocational guidance. In short, it can be concluded that these three functions are purposely aimed at assisting an individual to make the best of his choices, plans, and adjustment in his personal, educational, and vocational life.

As shown in the diagram, the three roles are implemented through seven guidance services. They are orientation, individual inventory, general information, counseling, placement, follow-up, and research and evaluation. Orientation service in guidance is an introductory service for a person concerned to prepare himself to get his life in

action in the most befitting manner. In individual inventory service, all relevant information about school children is collected. It is recorded systematically and interpreted very carefully. This information is very useful in determining the kind of personal, educational, and vocational guidance for the students concerned. General information service collects and disseminates all the relevant information that is required by the individuals. Counseling is a central service in the guidance program. Counseling is a face-to-face interaction between the student and the counselor to help the student make the best solution and decision. In the placement service, students are assisted to be in action and pursue the line of action decided upon. In other words, it helps the individuals to implement actions according to the choices made. Follow-up service is the review or systematic evaluation carried out to ascertain whether guidance in general satisfies the needs of students. Students need to be followed up in order to determine the nature and extent of their need for further assistance. Research and evaluation examines to what extent the guidance program has been found to be effective and efficient to students. It may adopt an observation method, interview technique, case study method, survey or experimental method.

The diagram further shows that the focus of this study is to determine how well counselors perform their roles, and to gauge how important their role is as perceived by students, teachers, and counselors themselves. It also reveals students' and teachers' responses toward counseling services offered by school counselors as well as their level of satisfaction toward these services. Finally, as indicated in the diagram the objectives of this study are to identify the types of problems brought up

by the students and teachers to the school counselors and the barriers faced by counselors in conducting the guidance program. The findings of this study will help the school counselor to have a clear concept of his role in the school guidance programs.

Rationale for the study

Although there has been an increasing interest in the application of survey methods in counseling research regarding the perceptions of   students, teachers, and counselors toward the counselor's role in recent years, there are a number of important issues still to be resolved. First and foremost, the findings are often inconclusive. This is as Baker (2000) argues that (a) the role of school counselors is not well defined; (b) student-to-counselor ratios are too high; (c) counselors too often are engaged in auxiliary work; and (d) different publics have conflicting expectations (e.g. students want counselors, parents want consultants, teachers want faculty advocates, and principals want administrative assistants). This role confusion indicates that the school counseling profession is challenged to define its roles and functions more clearly as social changes are putting new demands on the school counseling to comprehensive guidance programs. Secondly, the findings are limited in terms of their generalizability. This is due to the fact that most of the studies have been conducted in Western countries with different cultures, norms, and situations. A question then arises: Do similar findings exist in non-Western societies where cultural and societal norms and expectations differ? This question is especially important in Indonesia where counseling should be based on students' needs with

respect to their own cultures, traditions and norms. Furthermore, with drastic changes and rapid development in modern society, it is important that perceptions of counselors, students, and teachers toward the counselor's role be assessed so that the counselors may benefit from the feedback of the students, teachers and counselors themselves. Hence, we may determine the effectiveness of the counseling programs.

Purpose of the study

The main purpose of this study is to identify the perceptions of students, teachers, and counselors toward the role of public secondary school counselors in the Province of East Java, Indonesia. More specifically, the study deals with the perceptions of students, teachers, and counselors toward the importance of counselor's role in providing personal guidance, educational guidance, and vocational guidance and how often school counselors performed their role in the three domains; relationship between the perceptions of students, teachers, and counselors toward the importance and the performance of counselor's role; differences in the perceptions of students, teachers, and counselors based on region, gender, school location, work experience, and field of study; utilization of counseling services by students and teachers; problems brought by students and teachers to school counselors; level of students' and teachers' satisfaction toward counseling services; and barriers faced by school counselors in running guidance program.

Research questions

This study addresses the following research questions:

1. Do students, teachers, and counselors perceive providing personal guidance as an important role of the school counselor?

2. Do students, teachers, and counselors perceive providing educational guidance as an important role of the school counselor?

3. Do students, teachers, and counselors perceive providing vocational guidance as an important role of the school counselor?

4. Is there a significant difference between the perceptions of students, teachers, and counselors toward the importance of school counselor's role in providing personal guidance, educational guidance, and vocational guidance?

5. Do students, teachers, and counselors perceive that school counselors perform their roles in providing personal guidance?

6. Do students, teachers, and counselors perceive that school counselors perform their roles in providing educational guidance?

7. Do students, teachers, and counselors perceive that school counselors perform their roles in providing vocational guidance?

8. Is there a significant difference between the perceptions of students, teachers, and counselors toward the performance of school counselors in providing personal guidance, educational guidance, and vocational guidance?

9. Is there a relationship between the perceptions of students, teachers, and counselors toward the importance of school counselors' role and their performance in providing personal guidance, educational guidance, and vocational guidance?

10. Is there a significant difference in the perception of students, teachers, and counselors from different regions toward the importance of school counselor's role in providing personal guidance, educational guidance, and vocational guidance?

11. Is there a significant difference in the perception of students, teachers, and counselors from different regions toward the performance of school counselors in providing personal guidance, educational guidance, and vocational guidance?

12. Is there a significant difference between the perception of students, teachers, and counselors from urban and rural location toward the importance of school counselor's role in providing personal guidance, educational guidance, and vocational guidance?

13. Is there a significant difference between the perception of students, teachers, and counselors from urban and rural location toward the performance of school counselors in providing personal guidance, educational guidance, and vocational guidance?

14. Is there a significant difference between the perception of male and female students, teachers, and counselors toward the importance of the school counselor's role in providing personal guidance, educational guidance, and vocational guidance?

15. Is there a significant difference between the perception of male and female students, teachers, and counselors toward the performance of school counselors in providing personal guidance, educational guidance, and vocational guidance?

16. Is there a significant difference between the perception of Science students and Social studies students toward the importance of the school counselor's role in providing personal guidance, educational guidance, and vocational guidance?

17. Is there a significant difference between the perception of Science students and Social studies students toward the performance of school counselors in providing personal guidance, educational guidance, and vocational guidance?

18. Is there a significant difference in the perception of teachers and counselors of different work experience toward the importance of the school counselor's role in providing personal guidance, educational guidance, and vocational guidance?

19. Is there a significant difference in the perception of teachers and counselors of different work experience toward the performance of school counselors in providing personal guidance, educational guidance, and vocational guidance?

20. To what extent do students and teachers utilize the counseling services provided by the school counselor?

21. What are the problems brought by the students and teachers to the school counselor?

22. What is the level of teachers' and students' satisfaction toward counseling services provided by the school counselor?

23. What are the barriers faced by the school counselors in implementing guidance programs?

Significance of the study

The outcome of this study will enhance awareness and understanding among the educators regarding the professional role of the school counselor. It can also lead to the development of guidelines for universities to plan training programs for school counselors. Counselor educators will then be able to provide a more realistic model of the guidance and counseling functions that should be practiced in the public secondary schools. Furthermore, the findings of this study can lead to the development of guidelines for the government to review and revise the guidance and counseling program in the schools.

As for school counselors, the study will help them understand the students', teachers' and their own perceptions of the counselor's role, thus assisting them in building up a good interpersonal rapport with the students in conducting counseling programs. In the school setting, the study will give the school administrator and school counselor information or knowledge about the students' and teachers' perceptions, which can then be carefully considered in dealing with school counseling services.

Since one of the major goals of the school counseling service is to help develop good conduct in students, the results obtained from this study may be used as basis for the planning and evaluation of school counseling programs. Finally, since this is a pioneer study in assessing the perceptions of counselors, students, and teachers

toward the counselor's role in this particular province, it may encourage other researchers to replicate this study in other provinces in Indonesia.

Definition of terms

In order to have a clear definition with regard to the use of terms, this study will adopt the following definitions:

Perception: In this present study, the term 'perception' is defined as feelings, views, notions, perspective or opinions held by students, teachers, and counselors toward the importance and performance of counselor's role in providing personal, educational, and vocational guidance.

Role: Toffler (1981) defined role as a "set of activities and responsibilities" that are performed within a particular situation. According to Owens (1981) role is a "psychological concept" relating to behavior which emerges from interaction with others. In this study, role is defined as tasks, duties, functions, and responsibilities of school counselors in providing personal, educational, and vocational guidance.

Counselor's role: According to Cunanan and Maddy (1994) the counselor's role is his/her involvement in improving the academic, career, and occupational opportunities of all students. The role that the counselors play also reflects the counselor's ability to help an individual to make the best of his choices, plans, and adjustments in his personal, educational, and vocational life (Anand, 1992). For this study, the counselor's role is defined as the functions and tasks which the secondary school counselor performs as part of his/her professional duties   in the areas of

personal, educational, and vocational guidance to meet the different needs of students and teachers.

Personal guidance: Personal guidance is defined as the assistance given to an individual by school counselors in helping him to understand himself, discover his own potentialities, special aptitudes and interests in making wise decisions, recognition and development of favorable attitudes and habits, self-direction, and the elimination of undesirable traits.

Educational guidance: According to Anand (1992) educational guidance is the assistance made available to an individual by a competent person to enable him to make the best of his choices, plans and adjustments in his educational life. In this study, educational guidance is defined as the assistance given to an individual by school counselors in helping him in his academic matters such as selection of appropriate courses in line with individual needs, interests, abilities and circumstances, and the choice of the right type of advanced training, college or otherwise.

Vocational guidance: Frank Parsons as cited in Brewer (1942) defined vocational guidance as follows:

"The Vocational Bureau is intended to aid young people in choosing an occupation, preparing themselves for it, finding an opening in it, and building up a career of efficiency and success"(p. 61). In this study, vocational guidance is defined as the assistance given to a student by school counselors in helping him in the choice of a career in accordance with his interest, aptitudes, and capabilities. Vocational

guidance helps a student to discover his potentialities and make the best of his choices, plans, and adjustment in his vocational life.

Limitations of the study

The result of this study is valid and relevant only to the selected students, teachers, and counselors of public secondary schools in the Province of East Java, Indonesia in the year 1999-2000. Therefore, the findings of this study should not be generalized to other students, teachers, and counselors in other situations or provinces in Indonesia.