COUNSELING AND GUIDANCE IN THE TRANSITION PROGRAM

by 4589

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Chapter 1

INTRODUCTION

Counseling and guidance is an emerging profession. Attempts are being made to "professionalize" the services known as counseling and guidance.

Individuals attaining advanced degrees in the other fields of personnel services such as social work, school administration, school psychology, etc., are usually seeking employment in their specific field of study. A person with a degree in "school administration" will, in all probability, be performing the function of a school administrator.

This is not necessarily the case with individuals seeking degrees in guidance and counseling. In addition to the traditional public school guidance and counseling employment opportunities, a person with this degree may seek employment in numerous related agencies. A partial listing would include the Veterans Administration, rehabilitation counseling centers, industrial and retirement counseling agencies, the United States Employment Service, private and public trade and vocational schools, community junior colleges, private employment agencies, and military education centers.

In that the colleges and universities are preparing individuals to assume the role of professional counselors in areas other than the public school system, it would seem appropriate and beneficial if a study were conducted regarding a counseling and guidance service other than that of a public school system. Such a study could broaden the understanding of the full range of the guidance and counseling field.

In all probability, the public school counselors are further advanced toward becoming a fully professional group than most others in related counseling fields. Although relatively contemporary, counseling

had been established long enough to have developed traditional functions. As such, these traditional services, that were developed by the educational system, can serve as a criterion against which to study the services offered by a system outside of the educational setting.

The TRANSITION Program was selected as the vehicle on which to conduct this study for several reasons:

1. TRANSITION is a recent addition utilizing counseling and guidance services.

2. TRANSITION was developed on the basis of a recognized need for counseling.

3. TRANSITION is a national program affecting hundreds of thousands of people in all the military services.

4. TRANSITION operates to varying degrees in all the traditional counseling and guidance services normally found in an educational setting.

5. TRANSITION offers both educational and vocational counseling and guidance services and has the expressed philosophy that counseling is key to all other services offered.

The TRANSITION site at Fort Riley, Kansas, was selected because of its close proximity to Kansas State University and because it is a major separation center accounting for a proportional share of separating servicemen.

The last TRANSITION "October Conference" panel concerned itself with counseling the returning serviceman. Dr. Charles A. Ullman, OSD, served as the moderator for the group. The panel addressed itself to the evaluation of counseling in the TRANSITION Program. Subsidiary questions involved in this evaluation concerned counselor qualifications, the role of the counselor, uniqueness of the individual, the effect of expectations

placed on the counselor by the command, their clients and the agencies with which they must work. The panel stated these as problem areas and apparently no conclusions were drawn, or at least none were stated. The panel expressed concern over the serviceman's lack of knowledge about his abilities and his unrealistic job knowledge.[1] This report hopes to demonstrate a method of evaluating counseling. It is hoped that the investigation of the needs of the serviceman and how these needs are being met will provide additional insight into the problem area.

Statement of the Problem

The purpose of this study was to describe the guidance and counseling services offered by the TRANSITION Program. Particular emphasis will be placed on the core counseling function. Insofar as possible, the study will attempt to indicate (1) the counseling needs of the serviceman, (2) how the participating serviceman perceives the counseling relationship, (3) the degree of satisfaction attained by the serviceman as a result of the service, and (4) how the counselor perceives the needs of his clients.

Importance of the Study

Approximately 900,000 servicemen left the military service each year. Of this number about 500,000 were expected to be eligible for TRANSITION counseling, guidance, and placement. Approximately 350,000 of these servicemen were scheduled to be counseled each year.[2]

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[1] Conference on the Separating Serviceman: Conference Report, (Department of Defence Publication, Washington D.C., October 1969) p. 1, Panel #3 Report.

[2] Office of the Assistant Secretary of Defense: Manpower and Reserve Affairs, TRANSITION Program, (Department of Defense Booklet, Washington, D.C., January 1969), p. v. Figures are forecasts of target groups for the year 1969.

Many of these servicemen were in need of counseling. The training offered by the program would provide them with a negotiable skill with which to ease their transition into civilian life. If this study helps in any way to improve this already worthwhile service, then the study will have been important.

At the national level this study may provide a method to evaluate the effectiveness of the program at other installations. It may also provide an insight into the actual counseling needs of the serviceman as well as an indication of how well these needs are being met. As such, this study may provide a basis for further study or to effect needed changes in policy.

To the institutions which prepare guidance counselors this study may provide a better insight into curriculum planning for individuals preparing for a counseling position in areas other than the traditional educational field.

To the administrators of the Fort Riley Education Center it was hoped that this study will point out strengths and weaknesses of the local TRANSITION Program and to better define those that are already known.

To the military counselor this study may point out areas of consideration that have been overlooked because of the overriding need to accomplish a trying task within the limits of a confining time schedule. It may also be that certain aspects of the problem have been overlooked because of their intimate degree of involvement. Perhaps this study will provide a new view from a slightly different vantage point that may help in this regard.

The TRANSITION Program, being one of the newest members of the counseling and guidance family, borrowed many sound ideas from a wealth of resources as well as innovating a host of new methods, particularly in the area of cooperation with industry. These may be of interest to the traditional

school counselor.

Finally, the study may present a different method that may prove effective in determining counseling needs and in evaluating the effectiveness of counseling. This may prove of value to all who seek to improve the counseling profession.

Limitations of the Study

This study is limited in several aspects. Time limited the extent of the sample used to gain evidence on which the conclusions will be based. It is believed, however, that the sample is reasonably adequate for the purposes expressed. The extent of the investigation does not do justice to the magnitude of the TRANSITION program.

No attempt will be made to determine individual counseling needs, but rather group needs. It is recognized that counseling is and should be directed at individual differences. Group needs are important in order to determine the extent and direction by which individuals can be assisted. A determination of group needs should be a first step in providing any service.

The writer also recognizes that client satisfaction is a poor criterion for the evaluation of a counseling service. Clients are satisfied for various reasons and this aspect will be explained in the next section. Client satisfaction is still a good place to start, for if the client is not satisfied it would at least point to defects in the service offered. It is granted on the other hand, that "satisfied" clients do not always indicate the value or effectiveness of counseling. This is a recognized limitation. Long range follow-up systems may in the final analysis be a far better criterion, but this is also limited in that the relationship between cause and effect is deluted by time. Follow-up studies would add to the effectiveness of this report but the limited time available prohibited this consideration.

Theoretical Framework of the Study

The TRANSITION Program counseling service deals with vocational and educational choice. For the purpose of determining the counseling needs of the servicemen participating in this program, various levels of vocational/educational maturity are used in which to classify all clients using the service. In general, all persons making an educational/vocational choice fall into three broad groups—Choice, Tentative Choice, and No Choice.

In brief, clients classified in the Choice category are those individuals who are ready, willing and able to choose a vocational or educational course of action. The choice need not be limited to vocational or educational aspects of decisions but apply equally to all persons faced with a situation requiring decision. Persons classified as Choice are able to deal with the problem and make a rational decision with a minimal amount of assistance.

No Choice individuals are those who are unable to make a wise or rational decision. They may not be ready to make a choice because of their lack of knowledge about their desires, abilities, needs, and aspirations. They may avoid making a decision and actively desire to have a decision made for them. They may accept advice as being a course of action they "ought" to follow. The Tentative Choice category is designed to fit all other persons who do not "neatly fit" either the No Choice or Choice groups, but rather fall in a shaded area between the two.

In order to achieve greater discrimination of responses these three categories were expanded to five similar categories. These five are explained in detail in Table 1. The terms used were taken from Hoppock, Ginzburg, Tyler, et. al., and modified to fit a military counseling situation. Within this theoretical framework, participating servicemen were grouped.

The study was to determine self perceptions of individuals and to classify them in the above categories. It also was to determine how the counselor perceived the needs of his clients based on the same classification system. How the counselor perceives the needs of his clients will to a large extent determine the strategy he will follow. The perception of the client regarding himself and the counselor, and the counselor's perceptions of the needs of his client interact. This interaction will to a large extent determine the results of the counseling relationship. Within the theoretical framework of this study these perceptions and their interaction were investigated.

Client satisfaction with the service rendered was considered in the evaluation of the counseling. It is recognized by the writer that client satisfaction can be and often is deceiving. A No Choice type individual may be unable to make a rational decision. He may not be mature enough to take the risks or the responsibility involved in such a decision. Indeed, he may actively seek a decision made for him by a counselor. He may also perceive "advice" or, "recommendations" given in good faith by the counselor, as being the "decision" he is unwilling to make. He may very well be satisfied now that the anxiety involved in decision making has in fact been solved by a "decision-maker." This superficial directedness, gives the individual a temporary relief and provides a superficial goal but fails to provide him with self-directedness, self-assurance, or a realisitc goal. Within the theoretical framework of this study the nature of the satisfaction derived from the counseling relationship was investigated.

More practical categories are available in order to establish a basis on which a counselor develops his strategy. L. Tyler's Choice, Doubtful and Change is one worth mentioning. These categories, although more

practical for actual counseling use, would be far too difficult to use in an investigation that required a self evaluation by the client. For the purpose of this study the categories developed are more practical and simpler to establish in a self evaluation.

Counseling. The term is defined as the process in which an experienced and trained person assists a second person, (1) to understand himself and his opportunities, (2) to make appropriate adjustments and decisions in light of this understanding, (3) to accept the responsibility for this choice, and (4) to follow a course of action in harmony with his choice.[3]

Guidance is a process of helping individuals to help themselves discover and develop their potential resources for personal fulfillment and social usefulness. It is also a program of services that include individual inventories, informational services, follow-ups and evaluations, placement, testing program, and an inservice training program. These services are coordinated in such a way as to provide the most effective help for clients in this direction.

Professional counselor. Much controversy has existed over the definition of a professional counselor and no attempt will be made to solve it here. Decisions regarding such definitions may best be found with professional organizations, state certification boards and the colleges and universities that select and train individuals for the profession. The American Personnel and Guidance Association (APGA) in 1965 issued a policy statement setting forth the requirement standard for practicing counselors as being a Master's degree based on two years of graduate work. The statement also

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[3]Both definitions of counseling and guidance are those developed by the instructional staff in counselor education at Kansas State University.

spells out specific and general areas dealing with psychology, counselor training, employment environment, and a broad general education background. Most state certification boards require a Master's degree in counseling and some teaching experience, (some states do not require teaching experience). A few states, such as California and Florida have levels of certification based on a one year Master's degree and on a post-Master's (two year) degree which is generally known as a Specialist's degree. Faced with a critical counselor shortage situation in 1967, the APGA developed the concept of support personnel in counseling. These counselor aids' duties include interviewing, group work, and other specified functions. The APGA also specified a limited training requirement.[4]

For the purpose of this report the term professional counselor will imply a person with an advanced degree from an accredited university specializing in counseling and guidance, and who meets a state certification requirement as a counselor.

Assumptions

It was assumed that the TRANSITION Site located at Fort Riley, Kansas, is a typical one. A review of the files and reports indicated that Fort Riley receives a proportionate share of separating servicemen coming from most of the fifty states. A discussion with the Director of Education at Fort Riley indicated that he was of the opinion that it was a typical site. The writer's twenty-two years of military service, with many visits to Army Education Centers, tends to confirm this. The actual conduct of operations in the TRANSITION Program are highly decentralized. Differences between the

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[4]Leona E. Tyler, The Work of the Counselor (New York: Meredith Corporation, 1969), pp 196-199.

Services (i.e., Army - Navy, etc.) are greater than within a Service. Thus, no two TRANSITION sites will function in the same way although they do comply with basic directives.

Chapter 2

REVIEW OF THE LITERATURE

GENERAL CONSIDERATIONS

The general nature of the sources reviewed are basically government documents, military regulations, pamphlets, manuals, files, reports, etc. The focus of the review was directed at those aspects of the TRANSITION Program that dealt directly with the counseling and guidance services. For a full description of the military program in general and the role of the military counselor, the reader may find complete data in a report by William Racek.[5]

Project TRANSITION began in April 1967 when President Johnson, in his Manpower Report to Congress, stated that the military service must be made a "path to productive careers." He directed the Secretary of Defense (OSD), to develop a program that would create a "smoother transition from the military service to civilian careers."[6]

A pilot program was initiated in June of 1967 and after the successful completion of this test, the program was established at all major installations in the United States by January 1968.[7]

The TRANSITION Program was directed toward assisting separating

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[5]William D. Racek, "The Role of the Counselor in the Military Service" (unpublished Master's Report, Kansas State University, 1969).

[6]Department of Defense, Office of the Assistant Secretary of Defense (M/RA), Report of TRANSITION Conference, (Washington D.C., 3-4 October 1968), p. 4.

[7]Headquarters Fifth United States Army, Unnumbered Pamphlet, Project TRANSITION (undated), p. 1.

military personnel in their transition into civilian life. Approximately 900,000 servicemen were being separated each year. It was recognized that many of these men faced critical problems. Many of them had no marketable skills with which to seek employment before coming into the service and because of the nature of their military duties they did not learn a skill applicable to civilian life.

Target groups were selected by the Department of Defense (DOD) realizing that help should be directed at those who needed the assistance most. DOD established a projected plan for giving a questionnaire to 500,000 men a year that were eligible for the program. The program would be entirely voluntary and members of the target group would be eligible to enter the program during their last six months of military service.[8]

The stated objective of the TRANSITION Program is to provide a service that will "assist military personnel returning to civilian life who are faced with serious problems in finding employment in the civilian economy." The statement includes both short-term separating personnel and retirees whose military training did not provide a civilian job skill. To accomplish this objective, the TRANSITION Program provided four basic services: (1) counseling to help servicemen sort out the options available to them, (2) training by both the private and public agencies in order to provide them with a skill, (3) education to provide servicemen with the opportunity to complete high school, and (4) a job referral service to provide a link with civilian jobs based upon the skills servicemen attained in the military service.[9]

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[8]Department of Defense, Office of the Assistant Secretary of Defense (M/RA), TRANSITION Program, (Washington D.C., January 1969), p.1.1.

[9]Opinion expressed by Mr. Roger T. Kelly, the Assistant Secretary of Defense (M/RA), in a speech on March 20, 1969.

Although this report does not deal with the training aspects of the program, a review of the literature indicates that TRANSITION has experienced a marked success in several areas. Considering the fact that this program is relatively new and considering the magnitude of the program, it seems that DOD has accomplished a monumental task. The extent of this task is further amplified when one considers that no precedent resembling TRANSITION ever before existed.

A key consideration of the TRANSITION Program was the attitude towards the military which the separating serviceman takes with him into civilian life. DOD is very much aware of the fact that how the serviceman perceives his military service will be passed on to the civilian community at large. How the serviceman perceives his military service would in effect be mirrored by the civilian community. Mr. Wollstadt, Assistant Secretary of Defense, had it pointed out to him that his (DOD) "personnel program falls apart at the point of separation,"[10] and that TRANSITION was the key to developing a favorable attitude in the separating serviceman.

While the most marked success in TRANSITION is in the area of TRANSITION training and in the areas of public and private sector training, these benefits are bestowed on a relatively small percentage of the target group. Using the October 1969 report data it was determined that 518,927 men received TRANSITION counseling and of this number, 84,561 received training.[11] This accounted for only 16.3 percent of the total counseled.

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[10] Department of Defense, Office of the Assistant Secretary of Defense (M/RA), Conference on the Separating Serviceman, (Washington D.C., October, 1969), p. 9.

[11] Department of Defense, TRANSITION Information Bulletin, (Washington, D.C., October-December, 1969), Issue No. 15, Front Cover.

Apparently the extent and effectiveness of the services other than training will have a greater overall impact on the attitude of the serviceman. This should serve to indicate the importance of the counseling and guidance services being offered. This is further magnified when one considers that during FY 1970, DOD expects "to reach 750,000 with some kind of vocational counseling."[12] Apparently the kind of counseling offered will have considerable bearing on the success of the program in meeting the objective of developing a favorable attitude.

PHILOSOPHY OF THE INSTITUTION

The Department of Defense.

The stated philosophy of the Department of Defense was published in poster form and was reproduced in miniature for insertion in many TRANSITION documents. This document is indicated in Figure 1 . The inclusion of the document titled, Department of Defense, Human Goals, in this report is evident. The philosophy of the institution has a direct bearing on several aspects of TRANSITION which will be mentioned in later chapters.

The Army General Educational Development Program.

The philosophy of the GED Program was located in the Army's regulation titled Education and Training. It holds that the individual can improve himself through learning. It holds that learning is not completed upon completion of school at an early age, but rather that education is a lifelong process. This process is considered essential for military personnel if they are to achieve maximum career potential to maintain and improve their

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[12] Opinion expressed by Mr. Roger T. Kelly, the Assistant Secretary of Defense (M/RA), in a speech on March 20, 1969.

ILLEGIBLE DOCUMENT

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Figure 1

DEPARTMENT OF DEFENSE

HUMAN GOALS

Our nation was founded on the principle that the individual has infinite dignity and worth. The Department of Defense, which exists to keep the nation secure and at peace, must always be guided by this principle. In all that we do, we must show respect for the serviceman and civilian employee as a person, recognizing his individual needs, aspirations, and capabilities.

The defense of the nation requires a well-trained force, military and civilian, regular and reserve. To provide such a force we must increase the attractiveness of a career in Defense so that the serviceman and the civilian employee will feel the highest pride in himself and his work, in the uniform and the military profession.

THE ATTAINMENT OF THESE GOALS REQUIRES THAT WE STRIVE ...

To attract to the defense service people with ability, dedication, and capacity for growth;

To provide opportunity for every one, military and civilian, to rise to as high a level of responsibility as his talent and diligence will take him;

To make military and civilian service in the Department of Defense a model of equal opportunity for all regardless of race or creed or national origin, and to hold those who do business with the Department to full compliance with the policy of equal employment opportunity;

To help each serviceman at the end of his service in his adjustment to civilian life; and

To contribute to the improvement of our society, including its disadvantaged members, by greater utilization of our human and physical resources while maintaining full effectiveness in the performance of our primary mission.

SECRETARY OF DEFENSE

DEPUTY SECRETARY OF DEFENSE

CHAIRMAN, JOINT CHIEFS OF STAFF

SECRETARY OF THE ARMY

SECRETARY OF THE NAVY

SECRETARY OF THE AIR FORCE

CHIEF OF STAFF, U.S. ARMY

CHIEF OF NAVAL OPERATIONS

CHIEF OF STAFF, U.S. AIR FORCE

COMMANDANT, U.S. MARINE CORPS

creative, intellectual, and leadership capabilities.[13] In that the educational branch of TRANSITION is an extension of the GED Program, it appears that this philosophy is equally applicable to both programs.

A Working Philosophy.

The comments of the leaders within the Department of Defense reflect that the stated philosophy is also a working philosophy. In addition, Mr. Frank M. McKernan, the Director of TRANSITION, tied in a counseling and guidance attitude: "Counseling is at the heart of our effort. . ."[14] Mr. Alfred B. Fitt, the Assistant Secretary of Defense, Manpower and Reserve Affairs, indicated that TRANSITION was good for people. "I'm in the manpower business so I worry about people. I think this program . . . affords a glorious opportunity to see men and women better their own lives and better their own opportunities. . . That's why I think it's so exciting." The Secretary also indicated that half a million men have been exposed to the program and that there are going to be "millions more." He felt that the "potential was staggering."[15]

ADMINISTRATION

General Considerations.

The TRANSITION Program is conducted with a maximum amount of decentralization. In effect, each Service conducts its own program under

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[13]Department of the Army Regulation 621-5, Education and Training, General Educational Development, (November 5, 1964), p. 3.

[14]Opinion expressed by Mr. Frank M. McKernan, during the opening speech to the "October Conference," on October 3, 1968.

[15]Opinion expressed by Mr. Alfred B. Fitt, during the closing session of the "October Conference," on October 4, 1968.

the broad guidelines provided by the basic DOD directives. Each of the Services are able to adjust the program to make it compatable with their mission.

Administration of the program is under the direct control of the Secretary of Defense. The staff responsibility for the program has been delegated to the Office of the Assistant Secretary of Defense, Manpower and Reserve Affairs, which directly coordinates the functions of the program. The program itself is headed by the Director of the Transition Program. The Director has the responsibility of establishing guidelines, contracting industrial assistance, coordinating with other government agencies, coordinating with national associations, both public and private. The Director also establishes a report system to evaluate the program.[16]

Within each of the military service departments the Directorate of Personnel has the primary staff responsibility for TRANSITION. From this point on the program varies with each of the Services.

The Department of the Army.

Within this department the TRANSITION Program has been established as an element of the General Educational Development Program. The program is administered by the Director of Education at various TRANSITION sites. This is not a direct command link between the Department of the Army to each of the installations, but rather a staff coordination link. The Director of Personnel (G_1) at each installation has staff supervision over the GED Program.[17] This has the obvious advantage of placing the program under the

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[16]Office of the Assistant Secretary of Defense, TRANSITION Program, (Washington, D.C., January 1969), p. 7.

[17]Ibid., p. 7.

direct control of skilled educators with long experience in educational management. Normally, administrator and counselor positions in the GED program are staffed by civil service career employees. Local installation TRANSITION Branch Chiefs and some administrative assistants are also civil service employees. TRANSITION counselors and some administrative employees are under contract.

The Department of the Navy.

At each Department of the Navy site, the TRANSITION Program is staffed by military personnel with the exception of some civilian counselors and clerks.[18]

The Department of the Air Force.

This department operates the TRANSITION Program solely with positions staffed by military personnel. Military officers head the TRANSITION sites and they are supported by non-commissioned officers (NCO) who perform the duties of counselors. These NCO's have considerable experience in the personnel counseling field. (underline by writer).[19]

Fort Riley TRANSITION Site.

The administrative structure follows basic Army directives. The Director of Education at this installation is under the staff control of the Director of Personnel who is the principal administrative staff officer (a Colonel) of the installation commander (a Major General). The details of the functional structure were previously reported in the study by Racek already mentioned, and it will not be duplicated here. It will suffice to say that the Director of Education has divided his staff into three primary groups,

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[18] Ibid., p. 8.

[19] Ibid., pp. 8, 9.

(1) Administrative Service Branch, (2) GED Branch, and (3) the TRANSITION Program Branch. Figure 2 illustrates the staff structure:

Figure 2

TRANSITION Branch

Organization[20]

Director of Education
EDUCATION DIVISION

ADMIN. BRANCH	TRANSITION BRANCH	GED BRANCH
	1 Branch Chief & Senior Educ Specialist. GS11	
	3 Guidance Specialists Contract Employees	
	1 Training Technician GS5	
	2 Clerk Typists, Receptionist.	

Fort Riley Participation in the TRANSITION Training Program. The Fort Riley TRANSITION site is actively engaged in the TRANSITION Program. Figure 3 indicates the extent of involvement in the Public Sector training, a term which implies training supported or provided by Federal or State resources.

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[20]This figure represents actual orgamization and staffing at the time of this report.

Figure 3

1970
Public Sector Training

Course Title	Length	Program	N of Students (per class)	N of Courses (per year)
Radio and TV Repair	10 Wks	MDTA	20	4
Electrical Appliance Repair	6 Wks	MDTA	20	4
Automatic Data Processing	10 Wks	MDTA	20	4
Welding	6 Wks	MDTA	20	7-8
Auto-Body Repair	6 Wks	MDTA	20	7-8
Automotive Tune-up	6-7 Wks	MDTA	20	7-8
Postal	5 Days	Postal Dept.	20	38
Totals: 7 Courses.	720 Vocational trainees per year. 760 Postal trainees per year. 1480 Trainees per year.			

Fort Riley is not located near any industrial center and as such is unable to participate in the massive overall efforts by the Private Sector. The Private Sector is a term which implies training, at no cost to the government or individual, provided by private industry or business. The training provided sometimes involves placement with the training agency. At the time of this report all Private Sector training involved on-the-job-training (OJT). This OJT requires a great deal of effort on the part of the administrative staff and the counselors who sponsor the training. The counselors make direct contact with local industry or business and make the necessary administrative arrangements. Counselors also visit individuals on the job to insure compliance with the "contract." Figure 4 indicates the extent of involvement with the Private Sector.

Figure 4

Fort Riley

Participation in the Private Sector[21]

TYPE TRAINING	LOCATION	N TRAINEES
Electrician	Dick's Electric Junction City, Ks.	1
Chef	Ft. Riley Officers Open Mess	1
Electrician	Allen Homes	1
Manager	Beneficial Finance	2
Diesel Mechanic	J.C. Transit Co.	1
Manager	Commerce Finance	1
Accident Investigator	Adjustor Corp.	2
Vending Machine Repairman	J.C. Vending Co.	1
Upholsterer	Wedge Upholstery	1
Retail Sales	Montgomery Wards	1
Meat Cutter	Robinson Locker	3
Stereo Repairman	J.C. Electric	1
		16

[21]Both Figures 3 and 4 were derived from operation charts.

GENERAL CONSIDERATIONS CONCERNING COUNSELORS

Counselor Qualification Requirements.

The counselor qualification requirements vary with each Service. All Services require "civilian" counselors except the Air Force which utilizes enlisted men in the personnel field. The only areas where this subject is mentioned in any detail is in the "October Conferences" and in the United States Interagency Board of U.S. Civil Service Examiners. The Interagency Board Announcement WAS 908 sets the requirements for Guidance Service Specialists (Counselors). The pertinent portions of this announcement have been extracted and are reproduced in Figure 5.

It appears that the basic qualifications require an individual who has (1) completed a BS degree in any major, (2) teacher education consisting of 18-24 semester hours of Education and, (3) two years teaching experience. These are the basic requirements. Two routes may be taken. They are in the either/or category, the initial route has been described above. Another route consists of the guidance and counseling route. This requires 12 semester hours in Psychology and Guidance subjects. Under the special provisions section (Figure 5, Part II), item 2, it is noted that specialized requirements may be met by the completion of a Master's degree for the GS-9 rating. The most recent Announcement is dated March 11, 1969.

From this data it appears that the term "Education Specialist," implies an individual who has met the "approved program" teaching requirements or met the specialized training requirements indicated and who has two years teaching experience. He may qualify with a Master's or other advanced degree. Simply stated, an education specialist is a teacher with two years teaching experience. Advancement to higher GS positions is dependent on three years experience in a lower rating. Completion of all requirements for a doctoral

Figure 5 (Part I)

Extract of U.S. Interagency Board

Announcement WAS-908

EDUCATION SPECIALIST AND EDUCATION SERVICES OFFICER—GS-9/12

Education Specialists and Education Services Officers perform professional work in Federally operated programs of education and vocational training from basic education through university graduate levels.

BASIC REQUIREMENTS—All applicants must have successfully completed a full 4-year course of study leading to a bachelor's degree (any major) from an accredited college or university. This study must have included or been supplemented by the successful completion of either:

(a) A teacher education program under an "approved program" approach with concentration in an area appropriate to the position (see page 4); or

(b) The course work specified as follows:

Elementary Education.	24 semester hours in Education including at least 12 hours in Elementary education.
Secondary Education	24 semester hours in an appropriate subject field, plus 18 semester hours in Education.
In addition, the above positions require completion of appropriate supervised student teaching or five months of teaching experience.	
Technical-Vocational Education. . . .	18 semester hours in Education, plus 24 semester hours (or equivalent) in appropriate technical and vocational subjects, or a completed apprenticeship, or one year of successful journeyman level experience in an appropriate skilled trade or craft.
Guidance and Counseling	24 semester hours in Education which included or was supplemented by 12 semester hours in a combination of Psychology and Guidance subjects directly related to Education. The total preparation must have included appropriate supervised practice counseling.
Administration, Audiovisual Media, Instructional Media, Tests and Measurements, Library Services	24 semester hours in Education including 6 semester hours appropriate to the field of specialization. For Library Services 12 semester hours in library study are required.
Principal and Program Administrator	24 semester hours in Education which included 6 semester hours in Education Administration or comparable courses.
Education Services.	18 semester hours in Education including at least 6 semester hours (or comparable in-service training) in such areas as Tests and Measurements, Guidance or Education Administration.

SPECIALIZED EXPERIENCE--Except for the substitution of graduate study provided for on page 4, applicants must also show experience appropriate to the specialized field of education for which application is made in the amounts shown below:

GS-9	2 years	GS-11/12	3 years

SPECIAL PROVISIONS

Substitution of Graduate Study

Graduate study in the appropriate field may be substituted for the required specialized experience as follows:

1. For grades GS-7 through GS-11, one year of graduate study may be substituted for one year of specialized experience up to a total of three years.
2. Completion of all requirements for the master's degree will qualify in full for grade GS-9.
3. Completion of all requirements for the two year master's degree based on two full years of graduate study will qualify in full for grade GS-11 in positions of a research, creative or advanced scientific nature.
4. Completion of all requirements for a doctoral degree will qualify in full for grade GS-11.
5. Completion of all requirements for a doctoral degree will qualify for grade GS-12 positions which involve personal performance of advanced professional work of a research, creative or advanced scientific nature.

Superior Academic Achievement (excluding Librarian)

Applicants who have completed all the requirements for or are candidates for the bachelor's degree from an accredited college or university within nine months (with appropriate majors or course credits where required) may be rated eligible for GS-7 provided they meet <u>one</u> of the requirements listed below:

1. Standing in the upper third of the class based on completed college work at time application is filed.
2. 2.90 or better grade point average in all completed college courses, or in all courses completed during the last two years of the undergraduate curriculum.
3. 3.50 or better grade point average in all completed courses in the major field of study, or in all courses in the major field of study completed during the last two years of the undergraduate curriculum.
4. Election to membership in one of the national honorary scholastic societies (other than Freshman honor societies) which meet the minimum requirements of the Association of College Honor Societies.
5. A score of 600 or better on an Area Test or Advanced Test of the Graduate Record Examinations.

degree would meet all the requirements for a GS-11 position.

Army contract counselors must meet the same basic qualifications described for the guidance specialist. Contracts are awarded for three month periods subject to renewal every three months. The pay scale for contract counselors is similar to the GS-9 pay scale (beginning annual salary GS-9 = $9320.00), but with significant differences. The civil service career employee has reasonable job security, the contract counselor has none; civil service employees have an annual vacation, contract counselors have none; and the government employees have other benefits that accompany a civil service position, while contract employees have none. Contract counselors can take a vacation between contracts, but at considerable risk and without pay.[22]

Comparison of State and Civil Service Requirements.

In 1960 only nine states had no certification requirements for counselors and the requirements varied with each state. It appears that most states with certification requirements, require a Master's degree with specified course content. After considerable research in the area of qualifications C. Gilbert Wrenn came to the conclusion that: "The school counselor is an educator with special professional training at the M.A. level and beyond." His study was conducted in 1957.[23] It appears from this admittedly outdated research concerning school counselors, that a comparison between 1957 school counselor requirements and 1970 civil service counselors requirements indicates a vast difference between the two. The basic difference

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[22]Data obtained from personal interviews and federal pay scales.

[23]C. Gilbert Wrenn, "Status and Role of the School Counselor" Personnel and Guidance Journal, 1957, 36, p. 179.

seems to be that civil service counselors are teachers with two years experience, while school counselors are teachers with special professional training as counselors at the Master's level and beyond.

Teaching Experience Requirements: The matter of teaching experience is a matter of comparatively recent research. Most states require teaching experience. A recent trend is noticed in that 13 states no longer require teaching experience as a mandatory requirement. James L. Lister, in an extensive review of the literature and research concerning teaching experience for public school counselors reached the following conclusions:

> The single unmistakable conclusion which emerges from this review is that the long-standing and widespread requirements of teaching experience for counselor certification developed and has been maintained without sound evidence that counselors selected from the teaching ranks are uniformly more effective in executing counseling and guidance services than counselors from other experimental backgrounds.[24]

A review of this research indicates that the strongest arguments for teaching experience were in three basic areas: (1) teacher education was directed at relating to and understanding children, (2) the school counselor needs to be familiar with the school setting to effectively work in the school system and (3) counselors need to be accepted by the teachers and must understand the problems of the teachers, and this requires being a teacher. No strong arguments can be advanced which would support a teacher education and experience requirement for non-school counselors in a non-public school setting that counseled adults. To summerize these two points concerning basic qualification requirements and teaching experience between the two systems, it appears from the evidence that, (1) the public school system is

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[24]James L. Lister, "The Teaching Experience Requirements for Counselors," The Bulletin of National Association of Secondary School Principals, September 1969.

not entirely on solid ground in requiring a teaching prerequisite for school counseling without further research to support it, and (2) arguments for this requirement are sound and although not completely accepted as valid by all, they are at least understandable. The evidence developed thus far seems to make the following points regarding civil service requirements, (1) the civil service requirements neither appear to be on solid ground nor are they understandable, and (2) basic counselor qualifications appear to be far below the accepted professional training standards set by the American Personnel and Guidance Association, while the school systems are working in that direction.

A Comparison of Pay Scales. This area needs thorough investigation because it ultimately seems to enter the picture when attempting to obtain the most qualified personnel. It has already been established that the starting salary of a GS-9 Educational Guidance Specialist (Counselor) was $9320.00. How does this compare with the public school pay scale for an individual with the same qualifications, i.e., BS degree in an "approved program," with two years teaching experience? How does it compare for an individual with an MS in counseling, an "approved program" teacher training background, and no experience, (the alternate route for a GS-9 position)? While this represents no thorough investigation it should at least indicate if a study in this area is needed. Figure 6 represents a random sample of fifteen public school systems in six states. It is noted that all the areas are in or support large population areas. The salaries indicated seem at least to be above average or average. Figures were obtained from announced pay scales issued by the school system for the school years indicated.

Figure 6

A Sample of State Pay Scales

SCHOOL YEAR	LOCATION OF SCHOOL SYSTEM	B/S w/2 yrs EXPERIENCE	MS/COUNSELING w/NO EXPERIENCE
1969-1970	Orange County, Florida	$6552.00	$7056.00
"	Dade County, Florida	6900.	7600.
"	Hillborough County, Florida	6000.	6600.
"	Palm Beach, County, Florida	6100.	6832.
"	Franklin County, Florida	6000.	7000.
"	Bonita S.D., California	7287.	7980.
"	Azusa S.D., California	6760.	7475.
1968-1969	Fullerton, California	6895.	7730.
"	Torrance S.D., California	6955.	7372.
"	Barstow U.S.D., California	6900.	7700.
1969-1970	Portland, Oregon	6656.	7422.
"	Cedar Rapids, Iowa	7000.	7600.
1968-1969	Lincoln, Nebraska	6300.	6600.
1969-1970	Phoenix U.H.S.D., Arizona	6469.	6900.
"	Mesa U.S.D., Arizona	6600.	6720.
	Average Annual Salary	$6624.93	$7239.13

All the schools sampled had incremental salary schedules based on length of service in the system and educational achievement level. It is noted that the average increase from a BS with two years experience to an MS degree with no experience is $614.20. Comparing the civil service GS-9 beginning salary with the above sample results in a difference of $2,695.07 for the individual with the same qualifications in the public schools , and a difference of $2080.87 for the individual with the Master's degree.

Summary of Data. It appears, from all the data presented, that a group of objective facts are present. These facts are that civil service counselors have the same basic entrance qualifications as do public school teachers, yet earn $2,695.07 more than teachers in the sampled systems. It appears that civil service minimum counselor requirements are below minimum

state and professional certification standards, yet earn $2080 more than the sampled school counselors do. Finally, advancement and promotion in civil service is tied solely to length of service, while the public schools sampled include both time in service and educational achievement.

COMMENTS AND OPINION REGARDING COUNSELING AND GUIDANCE

General Observations

It has been noted that the terms "professional counselor" and "counseling" are used frequently in TRANSITION literature, yet the terms have not clearly been defined. A review of opinions concerning these terms was sought in the literature. The findings were obtained in the general order in which they were expressed. The purpose of this ordering was to attempt to detect a trend in viewpoint concerning these terms.

The "October Conference" - 1968

The first major conference began on October 3, 1968. The Director of the Program, Mr. McKernan, expressed counseling as a problem. He wanted to know more about "the scope and quality of TRANSITION counseling." He also recognized that this problem was tied to the number of counselors that could be obtained. Mr. McKernan expressed his concern by acknowledging the fact that "65 percent of those servicemen given the opportunity to express themselves, desire some kind of help." He recognized that "counseling was at the heart of our effort. . ." He hoped that the Workshops would be helpful in the examination of TRANSITION counseling.[25]

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[25]Opening remarks made by Mr. McKernan as reported in Department of Defense, Report of TRANSITION Conference, (Washington D.C., October 1968), pp. 4-11.

TRANSITION representatives from each of the Services made a presentation. The Army, Navy and Marines seemed to view the shortage of qualified counselors as the most critical problem. The Army point of view was that a realistic time frame had not been established and that because of this, much of the planning for a project "of such major proportions" was piecemeal. He also expressed the Army's view that the emphasis was placed on "the role of the counselor." The Army had attempted to "provide counseling by competent personnel," but that this was not always possible. The Air Force took a different view. This Service expressed no concern regarding counselors. The Air Force counselors advised the individual service man regarding his opportunities. The Air force "employs the senior NCO from the personnel career field as the TRANSITION counselor." This counselor was reported as being "well versed in personnel management and for the most part had some experience in personnel counseling." (underlines by writer). As stated no problems were disclosed in this area.[26]

Department of Defense made the arrangements for numerous Public Sector agencies to attend the conference and make presentations. As it has been noted in Chapter 2, DOD retains the responsibility of coordinating with such agencies as well as coordinating with national associations, both public and private. During this conference only Public Sector agencies were present according to the data available in the report. No representatives were noted, from the list of those in attendance, that represented any professional Private Sector guidance and counseling association such as the American Personnel and Guidance Association, or the Association of Counselor

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[26]Department of Defense, Report of TRANSITION Conference, (Washington, D.C., October 1968), pp. 12, 15, 16, 23, 27, 32.

Educators and Supervisors (ACES).

The Department of Health Education and Welfare was in attendance and made one interesting point in regards to guidance services. It was noted that no Manpower Development and Training Act (MDTA) training would be provided unless the agency to receive the training "Will insure that all persons referred for training will have the benefits of vocational or educational guidance services." The agency (i.e., TRANSITION), must indicate "What provisions are made for guidance and counseling services? What is the trainee/counselor ratio? Are regular contacts scheduled?" HEW did not state a criteria on which the responses to these questions would be evaluated or accepted.[27]

The Veterans Administration presentation indicated that the VA had assisted TRANSITION in the counseling aspects of the program. The VA viewed that the Department of the Army Pamphlet, Counseling in Project TRANSITION, was an excellent document "but it was noted that a counseling program can only be as sound as counselors are competent and that competence depends on training, and experience which is based on training."[28]

The second day of the conference was devoted to reports by the Workshops. Each Workshop presented its views in the area of its concern. It was noted that all of the Workshops commented on the value of counseling. Workshop #2 dealt with Administration, but made the following comments about counseling: They recommended that, (1) counselors be provided with as much information about the individual as possible in order to best advise him, (2) efforts should be made to reach the individual needing counseling the

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[27] Ibid., pp. 37, 38.

[28] Ibid., p. 43.

most, even though it was a voluntary program, and (3) "That the key to participation is good counselors and good counseling."[29] Workshop #3 added that every serviceman should have the opportunity for individual counseling, and guidance.[30]

Workshop #4 dealt directly with counseling in Project TRANSITION. The Workshop considered several areas, but the recommendations did not coincide with the areas under consideration in all cases. They considered a "model counseling program," "counselor procurement and training," "counselor duties and responsibilities," and the "amount of necessary and adequate counseling."[31] Figure 7 represents a verbatim reproduction of the recommendations. It is noted that the recommended qualifications basically consisted of a GS-9 - 12, civilian employee with some counselor training. It is further noted that this civilian should be supplemented by enlisted men, with perhaps 10 years of service. They should also have some counselor training. It is noted that this description closely approximates WAS-908 qualifications. Without further details, it is impossible to determine the basis for these recommendations. The panel may have been simply facing the realities of fund limitations. Then again, they may have concluded that this was all that was necessary, or still further, that this was the consensus of the opinions of a counselor.

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[29] Ibid., p. 57.

[30] Ibid., p. 58.

[31] Ibid., p. 59.

Figure 7

Recommendations of TRANSITION[32]
Conference Workshop #4
Counseling

WORKSHOP #4 recommended:

1. That resources must be provided to provide a uniform level of counseling for all the Services.

2. That all major installations should have at least one civilian, GS 9-12, with a BS degree in education, and some counselor training. The above individual should be supplemented by military counselors with perhaps 10 years of service and some counseling training.

3. That the Services should also utilize draftees and enlistees with training in the above areas.

4. That each Service should provide a school for counselors; this should be reinforced by USAFI correspondence courses.

5. That the information needed by counselors should be provided by one centralized agency. This does not relieve the counselor from obtaining local information from local resources.

6. That the counselor must be schooled in the reenlistment program as well as in all other aspects of career planning. He must explain reenlistment, along with all other options that the individual may have.

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[32]Data extracted directly from: Department of Defense, Office of the Assistant Secretary of Defense, Report on the TRANSITION Conference, (Washington, D.C., 3-4 October 1968), p. 59.

The Basic TRANSITION Documents

While a wealth of Department of Defense publications as well as those of other governmental agencies are readily available, it can be said that two basic counseling documents were issued. These two documents consist of The TRANSITION Program, published in January 1969, and Counseling in Project TRANSITION, published in August 1968. Both documents were published under the seal of the Department of Defense.

Counseling in Project TRANSITION. Two months after the initial "October Conference," Department of Defense published the major work dealing directly with counseling in TRANSITION. While this document contains much useful information for any counseling setting, only those aspects that directly concern counseling will be examined.

Counseling is viewed by this document as a broad and continuous event rather than a single isolated one. The counseling process starts with the initial orientation where servicemen are informed of the opportunities provided them under the provisions of the program. The overall effort of the program is directed at, (1) providing individual training based on the level of his ability, (2) informing the individual of the opportunities available to him, (3) comparing the individual's ability to the realities of the training available and the civilian job market, and (4) providing the individual with a basis for choosing his employment location after he completes TRANSITION training. [33] The document provides useful information to the counselor to assist him in meeting these objectives of this broad process.

The single section of the document that sets the theme for

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[33] Department of Defense, Counseling in Project TRANSITION, (Washington, D.C., August 1968), pp. 3, 5, 6, 9, 10.

counseling in the TRANSITION program is titled The Point of View. First, the section acknowledges the fact that service men differ in their readiness to make decisions concerning the opportunities available to them.

Second, that the counselor's task in the program is to help the individual sort out the options available. "The counselor aids the serviceman to make the wisest decisions for themselves on how to best invest time and effort within the options that are available." The counselor's role is viewed as opening up possibilities and providing information. The counselor assists individuals "toward decisions that will maintain access to the greatest long-range benefits while satisfying immediate needs."[34] The counselor assists the individual in satisfying these immediate needs by considering the following:[35]

> While plans should be tailored to each serviceman's qualifications, personal history, and outlook on life, the possibilities within TRANSITION training tend to be specific and to fall within a relatively limited array of options. This tends to simplify the counseling problem. TRANSITION counseling will be strongly oriented toward proximate occupational goals.

Counselors were warned however that "human search patterns tend to stop as soon as the first satisfactory response to a problem is found, anxieties over the return to civilian life may move the serviceman toward plans and decisions built around the first opportunity he can forsee."[36]

Counselors were urged not to limit their activities only to the individual contact methods, but to consider referral, group methods, and social service resources in the local community.[37]

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[34] Ibid., p. 7.

[35] Ibid.,

[36] Ibid., pp. 7, 8.

[37] Ibid., p. 8.

The TRANSITION Program. This document follows the same basic counseling process as outlined in the preceeding paragraph. This document adds another counseling technique that is illustrated thus:

Figure 8

What the TRANSITION Counselor Does [38]

— EXAMINES QUESTIONNAIRE

— EVALUATES COUNSELEE'S RECORD

— PREPARES APPROACH

FIRST INTERVIEW
- Establishes rapport
- Determines counselee's desires
- Determines counselee's apptitude, (testing where necessary)
- Discusses career plans
- Provides information
- Helps counselee decide

— REVIEWS COUNSELEE'S NEEDS

— MATCHES NEEDS WITH SITE CAPABILITIES

— PREPARES TENTATIVE PROGRAM

SECOND INTERVIEW
- Discusses approach
- Establishes plan
- Makes necessary arrangements

— PERIODICALLY CHECKS PROGRESS

POST TRAINING INTERVIEW
- Provides job information
- Helps evaluate job offers
- Helps place individual
- Provides resume assistance

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[38] Extract of Figure contained in: Office of the Assistant Secretary of Defense, TRANSITION Program, (Washington, D.C., January 1969) Fig. 3. p. 15.

From the information contained in the diagram of the counseling process and the accompanying description, this appears to be a diagnostic approach to counseling. The counselor first reviews the available data concerning the individual and prepares the counselor's approach. During the first interview the counselor adds to his knowledge about the individual to include the individual's abilities, interests, aptitudes, and gives tests when necessary. After all the available data is combined and evaluated, the counselor prepares his prognosis or plan for the individual. During the second interview the counselor presents his plan which was his diagnosis of the needs of the individual as matched with the site capabilities. After the plan has been established with the individual, the counselor makes the necessary administrative arrangements. The counselor also periodically checks on the training progress of the individual. In a third interview the counselor further assists the individual by providing job information, evaluating job offers, placement, and assists the individual with his resume preparation.

The description of the process adds the stipulation that the counselor's "attitude toward the individual is one of offering impartial assistance to the man regardless of his career choice, so that the man himself makes a sound decision about his future.[39]

The "October Conference" - 1969

One year following the 1968 conference, The Department of Defense called a second conference. DOD greatly increased the diversity and number of participants from the Public and Private Sectors. Industry and business corporations were in attendance and some made presentations. Among those in

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[39] Ibid., p. 16.

attendance representing the Private Sector were Firestone, T.R.W. Systems, Ford, General Motors, New York Life Insurance, Xerox Corporation, Lockheed, and Howard Johnson's Co. The Public Sector included additional agencies that were not at the first conference. These included, VISTA, MDTA, The U.S. Office of Education (4 representatives), and others. Private Sector private associations were also invited for the first time; these included such organizations as: National Urban League, International Association of Chief's of Police, Commerce and Industry Association, and the National Alliance of Businessmen.

The list of those in attendance was quite complete with names and titles. A thorough search failed to indicate the presence of a single member of any professional counseling and guidance association.

Unlike the 1968 conference, counseling and guidance was not mentioned as frequently in this conference. Panel #2 did make the following comments in discussing the counseling of minority group servicemen. Mr. Leroy Bryant (Performance Research, Inc., Washington, D.C.) pointed out the counseling needs of minority servicemen and the unique problem they presented to the TRANSITION Counselor. He pointed out that "the role of the counselor and the counselee do not require a close interpersonal relationship between the counselor and the counselee. They do not have to like each other. It is desirable, however, that the counselee understand the role of the counselor. This role may vary, sometimes it can be likened to that of a big brother, but more frequently, it can be more like that of a tour guide."[40]

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[40]Department of Defense, Office of the Assistant Secretary of Defense (M/RA), Report of The Conference on the Separating Serviceman, (Washington, D.C., October, 1969), pp. 3, 4.

Panel #3 dealt directly with counseling separating personnel. The excellent statement of the problem presented by Dr. Charles A. Ullmann is contained in the introductory chapter to this report.

Previous Research of the TRANSITION Program.

The Department of Defense recognized the need of research in the area of counseling. This was mentioned in the TRANSITION Information Bulletin, Issue No. 13 (Recap), August - September 1969, p. 17. The Bulletin reported that Performance Research Incorporated (PRI) had been contracted to perform research into the counseling aspects of the TRANSITION Program. This appears to be the same corporation that made the presentation on minority servicemen in the October 1969 Conference. It was reported that a "counselor training program was developed and evaluated by 30 counselors in a pilot session at Ft. McNair in late July [1969]." The Bulletin did not specify the results of the evaluation.

The only other previous research into this area was conducted by William Racek's study mentioned earlier. This study surveyed opinions and attitudes at Fort Riley's TRANSITION site in conjunction with the GED Program. No major personnel changes occurred between the time of the conclusion of his report and the conclusion of this study. Racek's report included the opinions and attitudes of all administrative and counseling personnel at the site. The general findings of his report follows:

Administrators, teachers, testors, and counselors were in agreement that the availability of training and client motivation were more important to the success of the program than counseling was. Counseling supervisors were of the opinion that counseling was the key to success of

the program.[41]

All those surveyed indicated that a college trained teacher background was all that was necessary as an educational background for a counselor.[42]

Practicing counselors indicated a dislike for the term "counselor." The title preferred most was "Educational/Vocational Guidance Specialist or Educational Service Specialist."[43]

Concerning the role of the counselor, the counselor supervisors generally agreed in most respects with the counselor's perception of his role. There were significant differences in opinion however. The supervisors' view of the counselor was that of an "advisor who studies what information there is available relative to the client and recommends a course of action which includes expected results." Supervisors also rated higher "that the client follow their recommendations above such outcomes as self understanding and the ability to make appropriate decisions on his [the client's] own."[44]

Counselors viewed their role as one in which the counselor gives information, allows the client to decide, and reinforces the client's decision. Administrators had a different viewpoint. The role of the counselor was expressed as being "warm and understanding and have the ability to make decisions for the client."[45] This was later doubted because the administrators also considered the counselor as one who offers several options

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[41] William D. Racek, "The Role of the Counselor in the Military Service" (unpublished Masters Report, Kansas State University, 1969), pp.82-87.

[42] Ibid.

[43] Ibid., p. 86.

[44] Ibid., pp. 85-86.

[45] Ibid., pp. 86-87.

and allows the client to make his own decisions. Teachers were split on opinion but allowed that the most important aspect of counseling is background information on the individual, that this information was generally lacking but "that the individual accepts this advice nevertheless."[46]

Federal Government Support of Guidance and Counseling

It appears that most of the literature reviewed thus far indicates that the role of the counselor, counseling, the evaluation of counseling, and the evaluation of guidance services is somewhat vague. This seems to hold true at all levels of the TRANSITION program. In one respect this is rather strange because the Federal Government which supports TRANSITION does not appear vague on the subject at all.

The Congress of the United States recognized the need of counseling and guidance in the public school systems in 1958 with the passage of Public Law 864, The National Defense Education Act. Title V Part B, of this provided Federal funds amounting to $5,480,000.00 during the year 1960, for the direct training of counselors at institutions of higher learning.[47]

It is of interest to note that when the Congress saw this need they turned to the most likely agency for assistance in preparing an Act regarding counseling and guidance. It appears that the American Personnel and Guidance Association was in a position to give the Congress the needed information with which to write the Act.[48]

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[46] Ibid., p. 85.

[47] J. Graham Sullivan, "Vocational Guidance," Encyclopedia Americana (1961), XXVIII, 202-209.

[48] Leona E. Tyler, The Work of the Counselor (New York: Appleton-Century - Crofts, 1969), p. 204.

During one academic year (1960-1961) the allotted $5,480,000.00 was expended on 3635 enrollees engaged in counseling education. By this Act the Congress of the United States (1) expressed their faith in counseling and guidance, (2) expressed their recognition of the counseling needs of the youth of the Nation, and (3) indicated the educational requirements necessary for the qualification of counselors.[49]

The evaluation of guidance services is also no stranger to the Department of Health, Education and Welfare. In 1961 this Department published through the U.S. Printing office a document titled Guidance, Counseling and Testing, which lists specific criteria for evaluating these services. The same criteria are in evidence in Evaluative Criteria for Junior High Schools, (Washington, D.C., National Study of Secondary School Evaluation, 1963). The documents, Criteria for Evaluating Guidance Programs in Secondary Schools, were both printed in 1949.[50]

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[49] J. Grahm Sullivan, "Vocational Guidance," Encyclopedia Americana, (1961), XXVIII), 202-209.

[50] Raymond N. Hatch and Buford Stefflre, Administration of Guidance Services (2d ed.; New Jersey, Prentice-Hall, Inc., 1965) pp. 264, 266, 287, 294, 296.

THE TRANSITION GUIDANCE SERVICES

General Comments

As it has been noted earlier, the traditional guidance services as well as the core counseling services are an intrinsic part of TRANSITION. In fact one could state that the training function of the Program is an extension of these services. This section deals with these guidance and counseling services as they appear in TRANSITION literature.

Individual Inventory

TRANSITION literature extensively urges counselors to utilize the available data on each individual counselee. It has been noted that this is an important part of the counseling process. Considering the fact that military records are far more complete than one would expect to find in the average high school or college, the information available could be of considerable assistance. The soldier's "201" file contains every available written record of his military record and his related civilian background.

Much of the "201" data is reduced to a single card known as the Form 20, or the Soldier's Qualification Record. This record summerizes much of the available data in the "201." The soldier's physical limitations are reduced to a "profile" for easier use in determining his physical limitations. A record of civilian job experience, military service schools, civilian educational achievements, AFQT and ACB Test scores, disciplinary problems, military awards and decorations, USAFI courses and tests, are but some of the data available. This information in the hands of a counselor sould provide him with adequate background information on every client.

USCONARC, Form 996-R, Student Record for Project TRANSITION, reflects an excellent attempt to pull relevant data out of a bulky "201"

file and place the kinds of information required most by counselors on a single card that can be retained in the TRANSITION files. A sample of this card is attached and recorded as Figure 10. A hasty review of this card will provide an idea of the kinds of information available to the counselor.

USCONARC Form 998-R, Questionnaire, Project Transition is another useful, and probably the most used, record in the TRANSITION system. The data it contains can be examined in Figure 11. Together, these two forms (996-R, 998-R) give the counselor a great deal of up-to-date information directly related to the counseling session. Collectively these two forms give TRANSITION mass data on which to base plans and formulate training and educational courses. The 998-R is filled out by the individual six months in advance of his ETS. For the most part, this allows some, if not fully adequate, planning time on the part of the TRANSITION staff. It appears that the Individual Inventory guidance service is very much a part of the program.

Testing Service

Army Personnel Testing amd Measurement have a long history in the testing field. Mass testing began with the Army Alpha and Beta Tests during World War I.

The purpose of testing in the Army, as in any large industry, is simply the effective utilization of manpower.[51] In other words military testing is for the institution.

Several kinds of tests are available for military testing and some are taken by all personnel. Each test has a specific function for

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[51]Department of the Army Pamphlet 611-2, Army Personnel Tests and Measurement (Department of the Army, June 1962), p. 1.

ILLEGIBLE DOCUMENT

THE FOLLOWING DOCUMENT(S) IS OF POOR LEGIBILITY IN THE ORIGINAL

THIS IS THE BEST COPY AVAILABLE

TRANSITION PLAN

45

STUDENT RECORD FOR PROJECT TRANSITION

(CON Reg 621-1)

NAME	SN	SOSN	ETS	AGE	CIVILIAN EDUCATION LEVEL
ORGANIZATION	YEARS OF SERVICE	CAUCASIAN	NEGRO	OTHER	GT SCORE

CHECK ONE [ ] RETIREES [ ] CAREERISTS (4 or more years service) [ ] NONCAREERIST

COURSES OR OJT	DATE ENROLLED	DATE COMPLETED	HOURS OF INSTRUCTION	DATE CERTIFICATE ISSUED	QUESTIONNAIRE CHOICES
					JOBS:

USAFI TEST SCORES

I:

FORM	R	S	A

II:

FORM	R	A	L

GED TEST SCORES

1
2
3
4
5

EOC TEST SCORES DATE USAFI

JOB DESIRED

LOCATION OF DESIRED JOB

JOB OBTAINED

LOCATION OF JOB OBTAINED

SCHOOLING:

REENLIST:

ABSENCES

DISCIPLINARY ACTION TAKEN

REMARKS

DISENROLLMENTS OTHER THAN COMPLETIONS

DATE	REASON

Form 9

USCONARC FORM Dec 67 996-R

ARMY-FT RILEY, KANS 11-100

QUESTIONNAIRE
PROJECT TRANSITION
(CON Reg 621-4)

NAME (Last, First, Middle Initial)	GRADE	SN	ETS

PRESENT UNIT

1. How old are you?

- a. 17-18
- b. 19-20
- c. 21-22
- d. 23-24
- e. 25-26
- f. 27-35
- g. 36-Over

2. What is your home state? 2a. Permanent home address:

3. What is the size of your hometown?

- a. City over 1,000,000
- b. City over 100,000 to 1,000,000
- c. City over 20,000 to 100,000
- d. Town or village over 1,000 to 20,000
- e. Farm or small village under 1,000

4. What is your race? a. Caucasian b. Negro c. Other

5. What is your Primary MOS?

6. What is your Secondary MOS?

7. Civilian education (highest level achieved) (Circle one) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15

8. Did you receive high school diploma? ☐ Yes ☐ No

9. Did you receive High School Equivalent Certificate thru GED program? ☐ Yes ☐ No

10. Did you graduate from college? ☐ Yes ☐ No

11. Did you attend a service school for your Primary MOS? ☐ Yes ☐ No

12. Do you intend to reenlist? ☐ Yes ☐ No ☐ Not sure

- If yes, go no further
- If no, answer questions 13 thru 23 only
- If not sure, answer all questions

13. What do you intend to do after leaving service?

- a. Work full time
- b. Work full time, school part time
- c. Work part time, school part time
- d. School full time
- e. School full time, work part time
- f. Other

	Yes	No
14. Do you have a job promised when you leave service? If yes, give name of job.		
15. If you plan to work full or part time, do you think you can readily get the kind of job you want?		

16. If you plan to work after leaving the service, where would you prefer a job?

	a. Near home
	b. Another location
	c. Depends on job

17. Have you worked 6 months or longer full time at a civilian occupation? If yes, give name of job.		
18. Do you plan to get vocational or job training (other than college) after you are discharged?		
19. Are you generally familiar with the veterans' benefits under the "GI Bill"?		
20. Would you like more information on training and job opportunities in civilian life?		
21. Would you like the Army to provide you with training for a civilian job prior to your ETS?		

22. If you would like training for one of the following kinds of civilian jobs, indicate by placing a "1" before your choice. Indicate two additional choices by placing a "2" before your second choice and a "3" before your third choice. (Do not indicate more than 3 choices.)

	a. Auto Mechanics		k. Welder
	b. Clerk		l. Plumber
	c. Cook		m. Post Office Worker
	d. Retail Salesman		n. Air Conditioning Repairman
	e. Draftsman		o. Electrical Appliance Repairman
	f. Automatic Data Processing Machine Operator		p. Other (State job title)
	g. Computer Programer		q. More Education (high school completion)
	h. Machinist		
	i. Aircraft Mechanic		
	j. Radio - TV Repairman		

NOTE: If you answered "NO" to question 12, stop here. DO NOT answer questions 23 thru 25.

23. Which of the following would be important in helping you decide to reenlist? (Place a "1" before your first choice, a "2" before your second, and a "3" before your third.)

	a. Promotion
	b. 10% pay increase
	c. Assignment to Officer Candidate School
	d. Training for another MOS
	e. Choice of location
	f. Higher retirement pay

24. Are you familiar with the benefits you will receive from reenlistment?		

25. What will cause you to decide to reenlist?

the effective utilization of manpower. Many of these same tests scores can be utilized by TRANSITION counselors in obtaining a better overall "picture" of the individual serviceman. Few servicemen have had these test scores interpreted to them by a counselor. The basic information given a soldier is that if a score does not reach minimum standards or has a "cut-off" score this may prevent him from attending a military school or from getting a particular kind of assignment he may want. He can retake the test, but that is about all.

The Armed Forces Qualification Test (AFQT) is the basic test given to all inductees. It is used for the distribution of personnel between the different Services. It also contains a "rejection score."[52]

The Army Classification Battery (ACB) is an aptitude test designed to measure different aptitudes for various military assignments. The test measures aptitudes in the areas of verbal, mechanical, radio code, clerical, arithmetic reasoning, pattern analysis, electronics, automotive, personal inventory, and other areas. These scores are combined in various skill groups such as precision maintenance, general maintenance, electronics, motor maintenance, etc.[53] Numerous other tests for special purposes are available such as the Officer Candidate Selection Battery (OCT) and the West Point Selection Test are a few examples. The ACB however is of prime importance to counselors.

The counselor's guide, Counseling in Project TRANSITION, notes the original purpose of testing in the military service and explains the

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[52] Ibid., p. 103.

[53] Ibid., p. 57.

uses of tests in counseling. In counseling the use of tests is for the individual. It also points out that test score are frequently old and no longer valid. The individual may have improved his skills while in the service. Counselors are warned against using old tests and recommend retesting whenever necessary.[54]

Numerous USAFI tests are available for use by the counselor as well as the individual. USAFI Tests are primarily in the achievement area. USAFI also has End of Course Tests that provide for academic credit. GED Tests are available in determining levels of achievement as well as providing for Eighth Grade and High School Certificates.

The Army Education Centers are not restricted to military or USAFI tests. The Army Education Center at Fort Belvoir, offers interest inventories, commercial aptitude and mechanical aptitude tests.[55] The U.S. Employment Service's General Aptitude Test Battery is also available for TRANSITION use.

It appears that the Testing Service offered by TRANSITION covers scholastic ability, Achievement, Aptitude, and Interest Inventories. While military tests are designed for use for the institution they can be used for the individual if used with caution. Private Sector Tests are given by various agencies in determining training eligibility and placement.

Placement Service

General aspects. The TRANSITION Placement service is the most advanced service offered in the program. The potential for this advanced

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[54]Department of Defense, Counseling in Project TRANSITION, (Washington, D.C., August 1968), p. 71.

[55]Department of Defense, TRANSITION Information Bulletin, October 1968 Issue, Incl. #3.

service in other counseling and guidance agencies is well worth note. The service appears to be growing rapidly and is achieving nation-wide support in industry as well as both large and small companies. It has achieved official recognition in the State of California, and this is likely to spread to other states. The experimental man-job computerized system of placement, known as REFERRAL, has a tremendous potential as the future means of man-job matching and placement. The ideas and innovations instituted by TRANSITION are too numerous to mention here. It should be the topic of a future study.

The Placement Process. Placement is involved at several points in the counseling process depending on individual needs and qualifications. A serviceman may be placed directly in a job; he may be placed in an academic setting; he may be placed in an academic course to overcome a vocational weakness; he may be placed in a vocational training course and then placed in a job. All these constitute the options available to the individual, and all are dependent on the other counseling and guidance services for support.

Both Public and Private Sector agencies are actively engaged in recruiting TRANSITION personnel. Where facilities are available, Private Sector agencies combine formal or OJT type training with placement while the serviceman is still on active duty. This has three advantages for the TRANSITION program, (1) private industry defrays the cost of training, (2) training is linked to placement, and (3) training is designed to fill a known need.[56] Industry also gains from participation in TRANSITION in several ways, (1) it is relatively inexpensive as the men are still in the

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[56]Office of the Assistant Secretary of Defense, TRANSITION Program (Washington, D.C., January 1969), p. 21.

service, (2) control is simplified for the same reason, (3) the individual being trained will soon have his military obligations behind him, (4) the individual is trained to company standards, and (4) the individuals are generally more mobile and many will elect to move to areas where the jobs are.[57]

Recruiting by private industry on military reservations has never been considered in the past as one finds on the university campus. One document states that private industry is still prohibited from direct recruitment on the reservation, but is allowed to make job offers known to TRANSITION staffs, who in turn make direct referrals to the industry.[58] Other documents encourage "Job Fairs" or Career Days for visits by representatives of one or more major industries or government agencies."[59] In addition, the Los Angeles Police Department (LAPD) is very active in on-post recruitment. LAPD teams visit installations and conduct orientations, show films, give examinations, and take applications. For this cooperation the State of California has officially recognized TRANSITION by an Act of the State Legislature. In this Act, all State agencies were urged to cooperate and assist in the TRANSITION Program. The LAPD is considered a Public Sector agency.

Project REFERRAL. This project is an experimental project. The target date to establish the project in operations has been set at April 15, 1970. In the initial stages REFERRAL is programed for retirees, but

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[57] Ibid., p. 22.

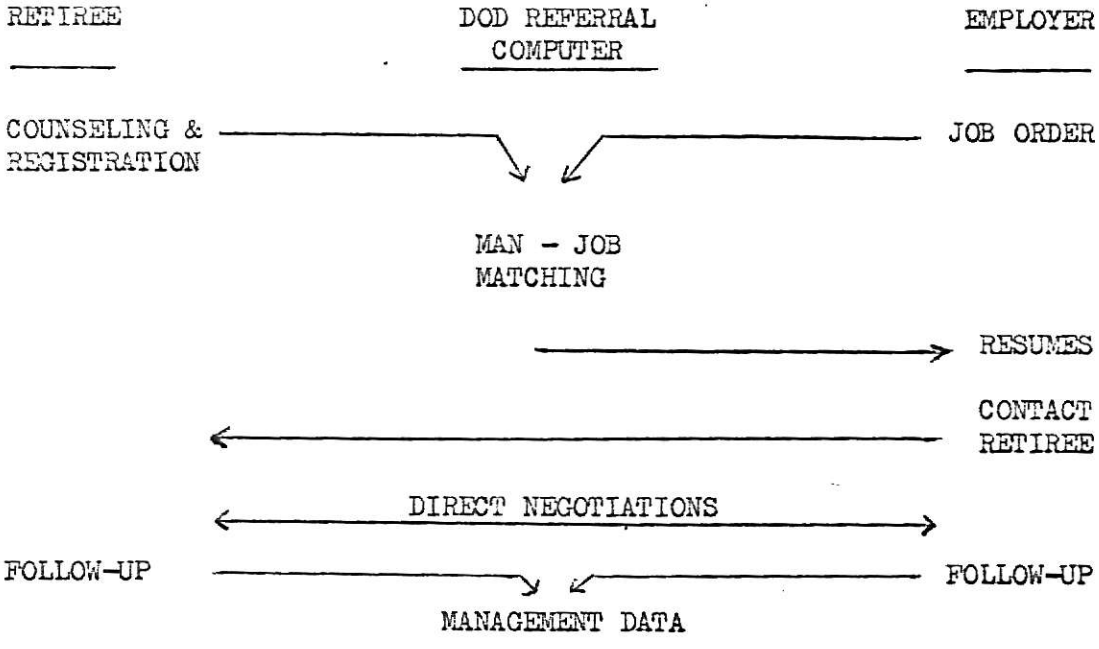
[58] Headquarters Fifth United States Army, Unnumbered Pamphlet, Project TRANSITION (undated), p. 12.

[59] Department of Defense, Conference on the Separating Serviceman (Washington, D.C., October 1969), Panel #7, p. 1.

TRANSITION participation is under active consideration. REFERRAL is in effect a massive effort by the Department of Defense to computerize man-job matching. It is an automated job referral system. A schematic diagram of the system is indicated in Figure 12.

Figure 12

Schematic of Project[60] REFERRAL



The counselor is not replaced by REFERRAL, he is a part of it. Considered from another viewpoint REFERRAL is a tool of the counselor. DOD started a special counselor training program in March 1970. The computer is only as accurate as the data that is fed by the counselor to the data bank, thus: qualifications, interests, and desires of the client are

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[60] Department of Defense, Conference on the Separating Serviceman (Washington, D.C., October 1969), slide # 6, p. 38.

obtained as a result of interview.

No attempt by DOD is made to claim a "perfect man-job match. It is intended to provide a means for employers to contract retirees who possess certain characteristics determined by the employer."[61]

The success of the system could well be the basis of extending the service to TRANSITION. The overall success of the program may likely spread to all areas where massive placement services are offered. The effect of the counselor's viewpoint and orientation, the philosophy of the institution, all effect the computerized man-job matching. Therefore, REFERRAL is an extension of the counseling service by providing a wealth of occupational information that no counselor could ever hope to acquire. It matches this information together with data provided by the counselor on the individual. It greatly extends the range of alternatives available to the client.

Informational Service

TRANSITION counselors have a wealth of occupational/educational information available to them. Much, if not all, the educational information is generally located in the GED Branch which works in close cooperation with TRANSITION. It could be stated from observation that a TRANSITION site (i.e., Fort Riley) has more information than the average high school, but less than an efficient university placement center (viz., Kansas State University) which is understandable.

The basic problem encountered by TRANSITION staffs is that their placement service is nation-wide in scope. High schools usually are more concerned with local placement while universities have problems similar to TRANSITION. The personnel limitations placed on TRANSITION staffs cause a

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[61] Ibid., p. 31.

Project TRANSITION

COMPANY Phoenix Steel Corporation Date January 12, 1970

JOB AVAILABILITY NOTICE NO. 2

1. Title of Job Machinist Apprentice

2. Description of Duties On-the-job training in the Machine Shop and in the plant as a Machinist Apprentice, learning the trade of a Machinist, under the supervision of a Journeyman (Machinist) and a Foreman.

3. Experience or Training Required (Give Minimum and Preferred) Minimum-None Preferred-experience as a Machinist Helper or Shop Training in High School or Trade School.

4. Location of Job Phoenixville, Penna. and Claymont, Del.

5. Salary Range Class 6 - $3.097 per hour to Class 13 - $3.678 per hour.

6. Advancement Opportunities Will be upgraded one classification every six months or 1040 hours worked on the job, providing he progresses satisfactorily.

7. Address of Individual or Office to whom inquiries should be made for employment application or interview Phoenix Steel Corp., 121 Bridge St., Phoenixville, Pa. 19460 - Phone 215-CH7-6060, Ext. 292, 294, 295 or 215-933-8911 or 4001 Phila. Pike, Claymont, Del. 19703 - Phone 798-1411 Ext. 201 (Both Locations - Attn: Personnel Department)

8. Remarks Required time to complete Machinist Apprenticeship training is four years, eight training periods of 1040 hours. Effective 8-1-70 starting salary Class 6 will increase to $3.225 per hour.

9. Estimated time vacancies will exist:

____ 2 Mos. ____ 6 Mos. ____ Year X Cont.

Note to Employer: Copies of this form will be distributed to TRANSITION installations. Please prepare one form for each job type. Address all completed forms for national distribution to Project TRANSITION, Office of the Assistant Secretary of Defense (Manpower & Reserve Affairs), Washington, D.C. 20301. Address forms for Philadelphia area use only to: Commanding Officer, Naval Station, Philadelphia, Pa. 19112 ATTN: Project TRANSITION.

very real concern of being overwhelmed by the flood of information that is produced by DOD, particularly in the area of placement information.[62] A usable and workable file system is essential.

Both participating Private and Public Sector agencies provide DOD with occupational and placement information. DOD distributes this information to each TRANSITION site. An example of the uniform data provided is illustrated in Figure 13.

The Department of Defense and other Federal agencies provide fact-sheets, booklets, pamphlets, bulletins, etc., direct to TRANSITION sites. These provide counselors with up-to-date information regarding educational and occupational data. DOD Pamphlet, TRANSITION Program, How to Move Up Through Higher Education, (OASD, November 1969), 314 pp.; DOD Pamphlet, TRANSITION Program, Best Bets for Jobs with the Federal Government PREPARED BY The Interagency Examining Board of U.S. Civil Service, October 1969; and DOD TRANSITION Information Bulletins, are some examples. Counselors are also provided with the normal informational material found in most guidance agencies, i.e., The Dictionary of Occupational Titles, The Occupational Handbook, The College Placement Annual, and Who's Hiring Who. It appears that the TRANSITION information service is similar to the traditional informational services found in most guidance and counseling agencies.

Follow-up and Evaluation

Purpose. TRANSITION recognizes that a comprehensive follow-up program is the best guide to an evaluation of the program. At the same time they realize that this is one of the areas needing the most attention. Three systems of internal evaluation are employed.

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[62] Ibid., p. 1, panel 7.

TRANSITION Data File. This is a system fed by reports from TRANSITION sites. The data consists of 35 key items reported. This data gives the managers of the program information concerning the extent and scope of local as well as the national program. The data provided consists of such information as, number in program, number counseled, number in training, number completed training, etc.[63]

Employment Services Follow-up System. This system provides the names and addresses of separated TRANSITION trainees by means of a form filled out by the individual. The information is distributed to each State Employment Service. This agency checks on the serviceman's status 45 to 90 days after separation. The agency then reports the status by means of IBM cards to DOD for evaluation.[64] The compiled data should provide a measure of the effectiveness of the placement and training services offered.

Reserve Record Follow-up. Many separating servicemen still have a reserve obligation after discharge from the service. As such their status is known to local Reserve Centers. These centers are required to report the TRANSITION serviceman's status by means of the same Employment Services system described above.[65]

Local Follow-up. This system of local Follow-up is encouraged by DOD. The method is usually by letter or card containing a form that is to be filled out and returned to the TRANSITION site. This allows each local site to conduct an independent follow-up and evaluation of its own

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[63]Department of Defense, TRANSITION Program, (Washington, D.C., January 1969), p. 32.

[64]Ibid.

[65]Ibid., pp. 32, 33.

system.

External Evaluation. As it was previously reported DOD has contracted a private research corporation to evaluate the counseling aspects of the program. The fact that DOD has taken this step is important.

Visits to the Field. DOD officials have made several visits to TRANSITION sites. Most TRANSITION documents are in agreement as to counseling problem areas. Most of which have already been reported. Staff visits by DOD tend to confirm this data. DOD officials conclude that most of the goals are being met. Counseling goals consist of how many men are being counseled. Problem areas seem to centralize around the limited time for training, release time for training, the diversity of training provided, the shortage of counselors and the limited spaces allocated for qualified counselors, as well as the limited funds available.[66]

In-Service Training

This term implies the training effort made to improve the professional quality of administrators, teachers and counselors. This is a notably weak area in the program. The Performance Research Corporation, in one report, indicated that they were evaluating the counselor training system by establishing a school for counselors which was evaluated by thirty counselors. It is not known if this is the only research being conducted by this Corporation, in the evaluation of counseling. If it is, then it would appear that only the counseling training and not the counseling is being researched. It would also appear that the only criteria that is being measured or evaluated is the total number counseled against the number eligible for counseling. TRANSITION Bulletin reports indicate isolated instances of seminars being

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[66] Ibid., Chapter 10.

conducted by independent sites. This appears to be the scope of in-service training.

Chapter 3

DESIGN OF THE INVESTIGATION

GENERAL CONSIDERATIONS

It was determined to make an investigation into certain phases of the TRANSITION Program. A survey of the participants seemed to be the best means for obtaining the information needed. An entry conference was held with the Director of Education at the local Fort Riley TRANSITION site on February 6, 1970. A general agreement was reached as to the purpose of the survey and what areas were to be considered. The Director expressed his interest in the area of client and counselor perceptions. He expressed the hope that the results would be made available to him. Excellent cooperation was obtained.

Approximately seven weeks were available. Only two and one-half days a week could be made available for actual work in the site, or a total of seventeen days.

Two primary areas were to be considered. These were the guidance services offered by the program and the counseling conducted within the program.

THE GUIDANCE SERVICES

General Approach

Three general areas were to be considered. The first, dealt with the administrative bases for the guidance services offered. The criteria against which these were evaluated were the recommended criteria established by the Department of Health Education and Welfare in its evaluation of the

guidance services of state school systems. A review of the literature confirmed the notion that there are more similarities than differences between the services offered by TRANSITION and those offered by the public schools. The criteria established by HEW seemed applicable to most agencies that are involved in the traditional services of guidance and counseling. Rather than evaluate the local site administrators on conditions over which they had no control, it was decided to apply this criteria against the agency that did have such control - the Department of Defense.

The second area considered included the counseling load, the client counselor ratio, and the professional qualifications of the counselors. Again, the local administrators had no control over these areas of administrative conditions that affected the quality of the services offered. An assumption was made, and a review of the literature seemed to support it, that for all practical purposes the counseling and guidance services of TRANSITION had the same function and the same desired results as the services offered by a state public school system. Both were concerned with educational/vocational choice, education and training, individual growth and development, and both deal with providing these services to young men and women. Age differences would be greater when considering the senior high school and identical when considering the junior and four-year colleges. Therefore, it appeared reasonable to conclude that the recommended standards set by the Federal government for the states to follow would be equally applicable to Federal agencies engaged in the same services with the same functions.

The third area dealt directly with the guidance services at the lical site. This portion was not an <u>evaluation</u>, but rather a <u>report</u>.

<u>Methods</u>

The evaluation of the administrative base and counselor

professional qualifications would consist of a review of TRANSITION literature and established Department of Defense requirements. The local site would provide an indication of the effectiveness of the administrative base and a view of the program in actual practice.

COUNSELING

General Approach

As noted, the function of this service in TRANSITION dealt with the element of vocational/educational choice process. If it could be determined what the guidance and counseling needs of the servicemen were and how well these needs were being met by the counseling (and guidance) service, than it would be possible to determine the relative degree of effectiveness of the service. For this purpose, a three part questionnaire was developed. Part I was designed to determine the level of vocational/educational choice of the serviceman. Part II was designed to measure how well the counselor perceived the counseling needs of the serviceman. Finally, Part III was designed to determine client satisfaction/dissatisfaction and the counseling climate involved in the service.

The Subjects

The subjects involved in the study consisted of 100 servicemen (including one servicewoman) and all three practicing counselors. Approximately 400+ servicemen entered the system a month; a one-quarter sample seemed adequate for the purposes of the report. All servicemen who were scheduled for an interview during the days the survey was in progress were given a questionnaire. All 100 servicemen responded to Part I, as did all counselors. Of the total sample, five percent failed to complete Part III. The survey was conducted at the TRANSITION site at Fort Riley, Kansas, during

the months of February and March 1970. In order to avoid the possibilities of structuring the interview to fill out the questionnaire, the counselors were not informed of the contents of Part I or III until after the survey was completed. For the same reasons, the serviceman was not informed of the contents of Part II which was enveloped, nor did he read Part III (also enveloped) until after the interview. All parts were coded for the purpose of reassembling the three components of the questionnaire.

The Questionnaire

Educational/Vocational Level of Choice. A review of the theoretical framework of the study, contained in Chapter 1, would assist the reader in fully understanding the approach. Part I, page 1 of the questionnaire was constructed to determine "where" the serviceman was on the four "stages" of educational/vocational choice. The basic divisions were kept simple and as non-threatening as possible. The individual either had made a firm choice or he had not yet made a choice. If he needed only to sign up for a course of training or required little, if any, assistance in reaching a decision, he was placed in the Choice and Crystalize Choice category. Due to the fine discrimination between the two, these were combined for reporting purposes to simplify the category Choice. If the individual made no indication at all of having made a choice, he was classified as No Choice. In addition, the individual had to agree to the statement that he "was not sure of" either "the kind of job or training he could do best," or, "the kind of job or training that he wanted." The individual considering "a few" occupations was in the "shaded area" termed, Tentative Choice. Figure 14 indicates the cover letter and instructions given to the individual. Figure 15 represents Part I, page 1. All words in parenthesis are to indicate the method of "scoring" and were not on the questionnaire given to the individual.

Part I, page 2 is indicated in Figure 16. The purpose of this page was to provide a measure of reliability to the first responses made by the individual. In addition, the responses provided additional data based on content. The methods used in this determination are illustrated in Chapter 4.

Servicemen Expectations of the Counselor and Counseling. Part I, page 3, illustrated in Figure 17, was used to determine what the client expected from the counseling session (upper half of figure) and what he expected of the counselor (center three statements). The lower half of the figure was an attempt to determine additional counseling needs and what problems, if any, the client brought with him to the counseling session.

Counselor Perception of the Serviceman. Part II of the questionnaire was used to determine how the counselor viewed the needs of his client. In order to accomplish this an explanation of each category was provided to the counselors. A comparison between the statements chosen by the client and the statements given to the counselor was illustrated in Table 1. Each description contained implied potential counseling needs of the client. As an example, Choice was explained as "does not want to make a decision." The second half of Part II, shown in Figure 18, was designed to determine the action taken, or the strategy used by the counselor based on his classification of the client.

Satisfaction/Dissatisfaction Expressed by the Serviceman. Part III, page 1, dealt with determining client satisfaction with the service. Figure 19 indicated the options available. Words in parenthesis were to indicate scoring methods. The Figure is self explanatory.

Counseling Climate Experienced by the Serviceman. The lower half of Figure 19 and Figure 20 were used to determine the counseling climate.

The method of scoring was again indicated. The first two statements were used to determine how the client perceived the counselor after the counseling session.

Figure 14

COLLEGE OF EDUCATION

KANSAS STATE UNIVERSITY

Manhattan, Kansas

QUESTIONNAIRE

This questionnaire has been developed by a graduate student in counseling at Kansas State University. The results of this study will be used in determining client and counselor perceptions of the counseling relationship as well as the extent and the effectiveness of the guidance services offered.

The total results of this study will be made available to the personnel of the Fort Riley Education Center. By taking a few minutes of your time to fill out this paper you may very well be assisting to improve an already worthwhile service to yourself and your fellow soldiers.

This paper will not contain your name and you will not be questioned regarding your answers. The counselor you are about to see has not seen this questionnaire and you are asked not to show it to him. As you can see, this questionnaire is not directly related to your interview.

The questionnaire is in three parts. Each part has been assigned a code number. The only purpose in assigning the code number is to reassemble all the parts after the interview. Please follow the directions and thank you for your time as well as your honest and valuable responses.

DIRECTIONS

1. Fill out Part I as soon as possible. Fill it out before the interview takes place. As soon as you have completed it give it to the same person who handed you the questionnaire. Do not read Parts II or III.

2. Give Part II to the counselor. He wil not place your name on it. The person who gave you the questionnaire will collect these from the counselor.

3. After the interview fill out Part III. Give it to the same person that you gave part I to.

GO ON TO THE NEXT PAGE. FILL OUT PART ONE.

Part I page 1 Figure 15

This portion of the questionnaire is to be filled out prior to your interview with the counselor. The counselor has not seen this questionnaire and you are asked not to show it to him. It is not directly related to your interview. The statements pertain to your feelings about this interview and what you expect from it. BEGIN PART ONE. MARK AN X IN THE SPACE PROVIDED, OR FILL IN THE INFORMATION ASKED FOR.

A. Have you ever had an interview with a counselor before? Yes___, No___

B. If so, where? High School____, College____, Other_____
(state where)

C. Is this your first interview at this Army Education center? Yes_____
No _____

D. If not, how many times have you been here before?_____
(state how many)

READ ALL THE FOLLOWING STATEMENTS ON THIS PAGE BEFORE MARKING YOUR SELECTION. MARK WITH AN X THE STATEMENT THAT BEST APPLIES TO YOU AT THIS TIME. MARK ONLY ONE OF THE NUMBERED QUESTIONS.

_____ 1. I'm reasonably sure of what I want to do. I have narrowed the
(Tentative Choice) choice down to a few occupations (jobs, training, courses) that I think I would like. I just need a little help or assistance to determine which would be the best for me.

_____ 2. I have already made up my mind as to the occupation (job, training, courses) I want. I came here to sign up for the course or training that I want, nothing else. The course or training that I selected is:_____
(Choice) (fill in your selection)

_____ 3. I'm not really sure what I want to do. I have not made a choice of occupation (job, training, courses) that I want. That is why I am here. I'm not really sure of:
(No Choice)

(check one or more if you marked #3
___the kind of training or job I could do best.
___the kind of job or training I want.
___I haven't given it much thought.

_____ 4. I have already made up my mind. I have a few specific questions about the occupation (job, training, courses) that I have in mind. It is not a matter of choosing between two or more alternatives. My choice is:_____
(Crystalize Choice)

_____ 5. None of the descriptions above fit me. What I want is: (write in what it is that you want on the reverse side. Do not choose this item if one of the above reasonably well fits how you feel about what you want.) USE THE REVERSE SIDE FOR YOUR ANSWER.

GO ON TO THE NEXT PAGE.

Part I page 2 Figure 16

READ ALL THE STATEMENTS ON THIS PAGE. MARK WITH AN X THOSE STATEMENTS WHICH BEST DESCRIBES THE WAY YOU FEEL. TRY TO BE CONSISTENT. MARK AT LEAST TWO (2) STATEMENTS. YOU MAY MARK AS MANY THAT SEEM TO EXPRESS THE WAY YOU FEEL.

_____ 1. I feel it is important to listen to and follow the advice of the counselor as he probably has more experience in these matters than I do.

_____ 2. I have no difficulty making this kind of a decision.

_____ 3. I think I have this figured out. I just need to discuss this with someone who has had more experience in making such a decision.

_____ 4. I expect the counselor to assign me to a course or training based on what he considers best for me.

_____ 5. I have given this matter considerable thought. I am sure of the course or training that I want.

_____ 6. I find making such an important decision difficult. I feel I just need to talk this over with someone willing to help me make such a decision.

_____ 7. I know I would like one of these two (few) occupations (courses, jobs, training). I just need a little help in choosing between them.

_____ 8. I just want some basic information about this line of work (or education, job, training) that I am really interested in.

_____ 9. I expect the counselor to tell me the best line of work or education I should follow.

_____10. My mind is reasonably well made up. I just want to see if the counselor agrees with me.

_____11. I have little interest in this interview other than to sign up for the course or training that I have already decided on.

_____12. I may want to have the counselor check my test scores, or give me a test to help me decide between these two (few) choices I have already made.

_____13. An interest inventory type test may help me decide what I would like to do.

GO ON TO THE NEXT PAGE.

Part I page 3 Figure 17

CHECK ONE OF THE FOLLOWING FOUR STATEMENTS THAT BEST DESCRIBES WHAT YOU EXPECT OF THE COUNSELOR. READ ALL FOUR BEFORE DECIDING ON ONE. PLACE AN X TO INDICATE YOUR CHOICE.

_____ 1. I expect that the counselor is a trained person in decision making who will go over my records, ask me questions and tell me the best thing I should do. I expect to follow the advice.
(directive)

_____ 2. I don't expect anything other than the course or training that I want.
(none)

_____ 3. I expect the counselor to check my records, listen to what I have to say, give me advice, and tell me what he thinks I ought to do. He will then let me decide.
(directive/permissive)

_____ 4. I expect the counselor to listen to how I feel about the occupations, (jobs, training, education) that I am considering, give or show me information that I might ask about, point out choices that are open to me, and then let me decide.
(non-directive)

CHECK ONE OF THE FOLLOWING THREE STATEMENTS THAT BEST DESCRIBES THE KIND OF A PERSON YOU THINK THE COUNSELOR IS PROBABLY LIKE. PLACE AN X TO MARK YOUR CHOICE.

_____ 1. I expect the counselor to be an authority figure, like a teacher, principal, officer, NCO, platoon leader, etc. It is all up to him. I really don't have a choice. I expect to be "assigned" to a course of action as if it were a duty roster. I would prefer that he would be different.
(authority figure)

_____ 2. I expect the counselor to be a friendly and understanding kind of person. I don't think of a counselor as an authority figure. I expect him to be really interested in me. I expect a helping kind of person.
(helpful)

_____ 3. I don't know what to expect.
(don't know - apprehensive)

YOU MAY CHECK ANY OF THESE IF YOU WISH IN ADDITION TO THE QUESTIONS YOU HAVE ALREADY ANSWERED.

I would be better able to answer these questions about occupations (jobs, training, education, etc.) if it were not for:

___financial (money) troubles.

___difficulties at home.

___marital (marriage) difficulties.

___worry about making it as a civilian.

___racial or ethnic discrimination.

___how little I really know about civilian jobs.

___other worries, difficulties, personal problems, etc.

_____
(state which or leave blank)

TURN IN THIS PART OF THE QUESTIONNAIRE. GIVE THE ENVELOPE TO THE COUNSELOR.

Table 1

LEVEL OF VOCATIONAL/EDUCATIONAL -

LEVEL	CLASSIFICATION	SERVICEMAN'S RESPONSE SELECTION
1.	CHOICE MADE	I have already made up my mind as to the occupation (jobs, training, courses) that I want. I come here to sign up for a course or training that I want, nothing else. The course or training that I selected is:_____
CHOICE*		
2.	CRYSTALLIZE CHOICE	I have already made up my mind. I have a few specific questions about the occupation (job, training, course) that I have in mind. It is not a matter of choosing between two or more alternatives. My choice is:_____
3.	TENTATIVE CHOICE	I'm reasonably sure of what I want to do. I have narrowed the choice down to a few occupations (jobs, training, courses) that I think I would like. I just need a little help or assistance to determine which would be the best for me.
4.	NO CHOICE	I'm not sure of what I want to do. I have not made a choice of occupation (job, training, course) that I want. That is why I am here. I'm not sure of:
NO CHOICE*		___the kind of job or training that I want. ___the kind of training (job) I could do best. ___I haven't given it much thought.
5.	"IMPOSSIBLE CHOICE"	(No response by soldier. Soldier was given an open-ended question to fill out if the descriptions above did not "fit" him. This received no responses.

*Note. The five classifications described above were selected to provide greater discrimination between choices of counselors and servicemen. This failed to materialize. The discrimination between Levels 1 and 2 was too fine. In that only 2 servicemen were rated "Impossible" choice, this group was insignificant. Therefore the use of the term Choice will be cited hereafter as including Levels 1 and 2, and the term No Choice will be cited to include Levels 4 and 5. This will provide a clearer presentation by avoiding the fine discrimination mentioned.

CHOICE CLASSIFICATION SYSTEM

LEVEL	COUNSELOR'S RESPONSE SELECTION

1. A mature individual who has made up his mind about what he wants to do. He neither needs nor desires guidance or counseling. He merely wishes to enroll in a particular course or obtain training that he has already decided on. His choice is consistent with his abilities.

2. This soldier appears to be a mature and reasonably congruent. He has just about made up his mind that he wants a particular course or training. He may need some basic information such as the availability of job openings, expected pay, etc. He is seeking information on which to crystallize his choice. He may want assurance that the choice is a wise one. His choice is reasonably consistent with his abilities.

3. This soldier has made a tentative choice of training or education. He may have narrowed the alternatives down to a few that he is reasonably interested in. He seeks advice in order that he may reach a decision. He may seek additional information about his tentative choices, or even about himself. He may lack the experience or the ability to apply a rational problem-solving technique. He may want assurance that he is on the right path. His abilities appear consistent with the choices he has made thus far.

4. This soldier has given the matter little or no thought. He uses the "You are the expert; you tell me what to do," approach. He does not want to make a decision. He lacks the ability, experience, or the will to do so. He would prefer that you make the decision for him. He seems to have little insight concerning his needs, desires, ambitions, limitations, likes and dislikes, etc.

5. This soldier is not as mature or congruent as he may appear to be. He "seems" to be sure of what he wants, but his choice is inconsistent (or at least appears that way) with his known abilities. He is obviously expressing a need by means of an occupational choice. He may, for example, want to be a computer programer, but his aptitude scores and educational level are so low as to make this choice seem like a poor one indeed. The situation may be reversed. He may aspire to a goal which appears extremely low when compared to his known abilities. In either case you feel that his selection was unwise based on the factors you are aware of.

Figure 18

VOCATIONAL/EDUCATIONAL CHOICE CLASSIFICATION

"SHORT-FORM"

ASSIGN EACH SOLDIER INTERVIEWED TO ONE OF THE VOCATIONAL/EDUCATIONAL CHOICE CLASSIFICATIONS INDICATED BELOW. USE THE REFERENCE GUIDE FOR A FULL DESCRIPTION OF EACH CLASSIFICATION.

_____ 1. CHOICE MADE

_____ 2. CRYSTALLIZE CHOICE

_____ 3. TENTATIVE CHOICE

_____ 4. NO CHOICE

_____ 5. "IMPOSSIBLE" CHOICE

COUNSELOR COURSES OF ACTION OR STRATEGY: BASED ON THE ABOVE CLASSIFICATION THE FOLLOWING RESULTS WERE OBTAINED AT THE END OF THE INTERVIEW.

_____ Soldier was assigned to_____
(state which, i.e., Auto mechanics, computer programer, etc. selection may be tentative)

_____ Referred soldier to GED section for educational guidance or counseling.

_____ Gave him the information he desired.

_____ Gave him the assurance he needed.

_____ Advised him to_____

_____ Testing or re-testing is indicated. Made arrangements.

_____ Counseling of a longer duration is indicated to effect change.

_____ Rescheduled soldier for another appointment.

_____ Soldier needs more time to make a choice.

_____ No further counseling or guidance is deemed necessary at this time.

_____ Other action taken: (state action taken):

Figure 19 Part III Page 1

FILL OUT THIS PART OF THE QUESTIONNAIRE AFTER THE INTERVIEW. REMEMBER YOU WILL NOT BE QUESTIONED REGARDING YOUR ANSWERS. IF THIS STUDY IS TO BE EFFECTIVE YOU MUST BE AS HONEST AND OBJECTIVE AS POSSIBLE. MARK THE STATEMENTS WITH AN X THAT BEST DESCRIBES HOW YOU FEEL AFTER THE INTERVIEW. YOU MAY MARK MORE THAN ONE. TRY NOT TO MARK CONFLICTING STATEMENTS.

(S) 1. I got what I wanted. I received the information I wanted.

(S) 2. I got what I wanted. I was assigned to the course or training that I wanted. (assignment may be only tentative).

(N) 3. I did not get what I wanted. There was no opportunity for me to be assigned to the course or training that I wanted.

(D) 4. I did not get what I wanted. I was assigned to a course or training that I did not ask for or want.

(N) 5. I did not get what I wanted. No course of training was offered that I felt I wanted.

(D) 6. I am not satisfied with what I got.

(D) 7. I am not sure if this is really what I want to do.

BETWEEN EACH OF THE FOLLOWING GROUPS OF STATEMENTS CHOOSE EITHER (a) OR (b). DO NOT CHOOSE BOTH. MARK THE STATEMENT THAT BEST DESCRIBES HOW YOU FEEL ABOUT THE COUNSELOR OR ABOUT YOURSELF.

I feel that the counselor:

(YES) (a) was an authority figure, like a teacher, principal, officer, etc.

(NO) (b) was not an authority figure.

Scoring Symbols:
NH = Not Helpful
S = Satisfied
D = Dissatisfied
N = Neutral
Dir = Directive
N/Dir = Non-directive
H = Helpful counseling climate

I feel that the counselor:

(Dir) (a) made the decisions for me.

(Non Dir) (b) let me make the decisions.

I feel that the counselor:

(H) (a) listened to what I had to say and understood me clearly.

(NH) (b) did not listen to me and did not understand me.

I feel that the counselor:

(H) (a) helped me with my future plans.

(NH) (b) did not help me with my future plans.

Figure 20 Part III page 2

I feel that the counselor:

__(H)__ (a) accepted me as an individual.

__(NH)__ (b) did not accept me as an individual.

I feel that the counselor:

__(H)__ (a) was really interested in me and that my problems were important to him.

__(NH)__ (b) was only interested in doing a job that he had to do.

I feel that:

__(H)__ (a) if I needed further assistance I would come back here.

__(NH)__ (b) if I needed further assistance I would go elsewhere.

I felt that I was:

__(H)__ (a) free to discuss my views with the counselor.

__(NH)__ (b) not free to discuss my views with the counselor.

CHECK THOSE STATEMENTS THAT APPLY TO YOU. PLACE AN X BY THE STATEMENT THAT BEST EXPRESSES YOUR VIEWS. MARK AS MANY THAT APPLY TO YOU.

_____ 1. I received all the information I wanted and see no reason to come back to the counselor again.

_____ 2. By discussing this kind of a problem with someone like the counselor it makes it easier to reach a decision.

_____ 3. I have reached no decision and would like to think about what the counselor and I discussed before I do.

_____ 4. I would like to discuss this more with the counselor.

_____ 5. I would have liked to spend more time with the counselor.

_____ 6. I plan to make an appointment to see the counselor again.

If you had the opportunity to enroll in a short group guidance course that would allow you to:

(a) learn more about civilian occupations,
(b) learn how to make job applications and work histories,
(c) learn how to go about getting a job,
(d) find out what kind of a job you could do best,
(e) learn more about yourself through tests and inventories,
(f) hear what your fellow servicemen think about these same problems, and
(g) talk these things over with a counselor and your friends.

Would you sign up for such a course: Yes _____ or NO _____

TURN THIS PAPER IN. THANK YOU FOR YOUR TIME AND EFFORTS.

Chapter 4

RESULTS OF THE SURVEY

ADMINISTRATION

The Administrative Base

The checklist published by the federal government contained in Criteria for Evaluating Guidance Programs of the Secondary School,[67] was used to evaluate the administrative base of the guidance services offered by the TRANSITION Program. The similarity of functions between the public school systems and TRANSITION has already been noted. This is not an evaluation of the local Fort Riley site. The local staff have no control over these areas of administration. This is an evaluation of the overall TRANSITION Program's administrative base. It is granted that full responsibility may not even be located at that level. In any case, these areas are fundamental to the efficient operation of any agency involved in the administration of guidance services. The evaluation was based on a review of the literature. Figure 21 represents the elements contained in the checklist mentioned.

Findings Based on Comment #1. From a review of the literature, in particular WAS-908, TRANSITION was rated unsatisfactory in this area. No requirements could be located that indicated encouragement for TRANSITION staff members to participate in graduate study in the guidance field. Tenure, advancement and salary increments are based solely on years of service.

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[67] Arthur L. Benson, ed., How to Use the Criteria for Evaluating Guidance Programs in the Secondary Schools (Washington, D.C., U.S. Government Printing Office, 1949).

Figure 21

Guidance Staff Training Checklist

Rating Symbols:

O = Not Present or Unsatisfactory
S = Satisfactory
VS = Very Satisfactory
N = Not Applicable

(O) 1. The administration encourages staff members who have regularly assigned guidance duties to carry out a program of graduate guidance study appropriate to their immediate needs and ultimate professional advancement.

(S) 2. The administration provides for in-service training in guidance services to the entire staff through available resources.

(VS) 3. The administration provides for the continuous and periodic study by the entire staff of the guidance program of the school.

(S) 4. The administration facilitates arrangements by which the staff can take advantage of experimentation and demonstrations in guidance services elsewhere.

(S) 5. Provisions are made for access to professional guidance reading materials.

Evaluation

(O) a. How well does the administrative staff provide for the training of the specialized staff in guidance services?

(S) b. How well does the administration provide in-service training for the total school staff in guidance services?

Findings Based on Comment #2. In-service training is notably weak in this area. The literature does indicate encouragement to local staffs to develop in-service training programs. Obvious efforts are being made to establish schools for counselors. The literature indicates that

some sites do engage in seminars and case studies, but these appear as isolated, rather than common practices. TRANSITION was rated satisfactory.

Findings Based on Comment #3. TRANSITION has established excellent and far-reaching methods of evaluating the system through follow-up programs by federal agencies. Local sites are encouraged to utilize local follow-up systems of self-evaluation. The reports system provides a basis of evaluation at the local level as well as that of the system. It was noted, however, that aside from training and placement, evaluation appeared more concerned with quantity rather than quality. TRANSITION was rated very satisfactory.

Findings Based on Comment #4. The review revealed that excellent use was made of numerous DOD publications in the guidance field. It was also noted that the exchange of ideas and innovations were provided through the Bulletin. Results of research by the Performance Research Incorporated, or specifically what it is that they are evaluating, is not known. The literature reveals no attempt to utilize research findings or the services of professional guidance associations such as APGA and ACES. TRANSITION is rated satisfactory.

Findings Based on Comment #5. The review revealed a great deal of material related directly to guidance and undoubtedly some use was made of professional literature which was incorporated in it. No directives or encouragement were noted by DOD to provide professional association journals as a matter of course. It was noted that the local site subscribes to many.

Evaluation Based on Findings. Most of the areas were rated as being satisfactory. Considering the fact that the program was but a few years old, this is exceptional. The one noted exception was in the area which involved continued educational development of the TRANSITION guidance staff.

This is difficult to understand in the light of the philosophy of the GED program which purports to hold a viewpoint of life-long and continuing education for those served by the staff, but fails to consider that the same philosophy applies to them.

Administrative Support of Guidance Services

Three additional areas were considered which are usually included in the evaluation of guidance services. It was noted that MDTA required some of these prior to providing training for an agency under the provisions of the Act. It may be significant that MDTA did not specify how the answers to the questions would be evaluated.

Counselor Qualifications. Based on a review of the literature, it appears that TRANSITION counselor qualification requirements were below those required by most states (41 states based on 1957 requirements). It is emphatically pointed out that it was not known what the level of educational achievement of TRANSITION/GED counselors actually was. Only entrance qualifications were considered (WAS 909). However, the writer would make the hypothesis, based on the entrance qualifications, that the average educational achievement level of TRANSITION/GED counselors was at or close to, the entrance requirements. This hypothesis is based on the fact that no formal recognition, in the form of pay scale or potential promotion increases, are provided for educational achievement beyond the entrance requirements.

Counselor Client Ratio. This ratio is usually expressed as the number of counselors in the system as compared to the number of clients in the system at the same time. TRANSITION clients, as the name implies, are transitory. However, considering the fact they were eligible for TRANSITION counseling services during a six-month period they can be considered "in

the system". It was also noted that the counseling process described in the literature called for three interviews. Using the Fort Riley site as being representative of the system the following results were obtained. The site had three full time practicing TRANSITION counselors. Using a reported figure of 679 eligibles per month that were processed through the site, a figure for six months of 4074 servicemen "in the system" at any one given time was obtained. This indicates a counselor/client ratio of 1:1358. The "recommended" ratio is about 1:250-300. It can be said that not all of the eligibles were counseled. While this is unquestionably true, the results of this survey showed that 40 percent of the sample had been counseled more than once (range = 1 to 6 times).

Counselor and Counseling Time Available. Using the above figures, and the time available, provided the following results:
Eligible clients = $\frac{4074}{\text{Available days}} = \frac{4074}{130}$ = 31.34 clients per day; divided by the number of counselors $\frac{31.34}{3}$ = 10.44 clients per counselor per day. Counselors had reported spending 55 percent of their time counseling. This allowed for only .42 hours per client per day ($\frac{4.4}{10.44}$ = .42) or approximately 25 minutes per client. In actual practice the interviews ranged from 10-15 minutes per client.

Summary Comments. From the above data it appeared that the counselor/client ratio was excessive, and that the minimal time spent counseling (actually the 55 percent reported included all guidance services except orientations, not just counseling), further reduced the available time for helping relationships. Considering the qualification requirements, it would appear that the potential effective use of the available time may be still further reduced. It appeared that the administrative support of the guidance services was very weak.

THE FORT RILEY

TRANSITION GUIDANCE SERVICES

Individual Inventory Services

The inventory service was a recognized weak area by the TRANSITION staff. The primary cause of this weakness appeared to be a lack of adequate TRANSITION staff members to obtain the available data on one hand, and a lack of assistance from the agency that maintains the data on the other. It appeared that whatever information the research contained was not being utilized to the extent possible.

A review of the files containing USCONARC Forms 996-R and 998-R, indicated that the forms were stapled together and filed by the service-man's ETS date, and by alphabetical order within this group. This is an exceptionally fine method as every soldier knows his ETS date and his file can be quickly withdrawn. It allowed emphasis to be placed on groups based on ETS which was the critical factor in rendering assistance (How much time is available?). It eliminated the otherwise arduous task of weeding out obsolete files as the entire file was automatically made inactive at once. Follow-up by time element was directly facilitated by the system. These aspects of the filing system were practical and well thought out.

USCONARC Form 996-R (Student Record) was frequently incomplete. This stemmed directly from the inaccessibility of the military records. The forms were usually completed up to the first three data lines (see Figure 10), and the remainder of the form was blank except for counselor comments which appeared complete.

USCONARC Form 998-R (Questionnaire) was almost always completed and provided the counselors with valuable information regarding the

individual. The receptionist was able to quickly locate the individual's file and send it together with the serviceman for the interview. Counselors had little time to study the forms or to contemplate a course of action because of this. Counselors did make good use of the limited data available to them.

The Testing Service

The problems encountered in the inventory service affected the operations of the testing service. Whatever test data were available was infrequently used. It was noted that some counselors did go through the effort to obtain test information because a few 996-R's did contain test results.

The results of the survey showed that 23 percent of the sample (N = 100) indicated a desire to take some form of a test, but only five percent of the sample were scheduled for tests. Of this five percent, four individuals were scheduled for the Automatic Data Processing Aptitude Test which was a test required by MDTA. This test has a mandatory cut-off score of 70. Only 1 percent of the sample was scheduled for a non-required test. In addition, 24 percent of the sample classified themselves in the No Choice category, by acknowledging that they "did not know what they could do best," or "what they would like to do." It appears that while 24 percent of the sample indicated a testing service need, only four percent of this need was met.

The Placement Service

Fort Riley is isolated from any kind of industry capable of participating in the training/placement system noted as a great strength of TRANSITION in Chapter 2.

Placement consists mainly of placement in vocational training.

Of the sample surveyed, 67 percent were given "tentative" assignments. Of the total sample only two percent were assigned to educational/academic courses, while 65 percent were assigned to vocational training. Of the 33 individuals (N = %) not assigned, eight were "referred," which meant that they were sent to another counselor who specialized in a different group of vocational training courses offered at the site. Twelve of the 33 were rescheduled for an appointment with the same counselor and 13 fell into neither category.

The term "tentative assignment" needs further explanation. All servicemen tentatively assigned are given a Disposition Form (DF) to take back for their unit commander's approval. The DF is returned to the counselor. From all the returned and approved DF's the counselor selects those who will be actually assigned based on available class openings. His decision usually consists of determining target group priorities and other factors. Figures obtained from counselors indicated that about double the number of applicants were available for the number of class openings. The figures obtained were not directly related to the sample. However, the total number of applicants for the last group of vocational courses consisted of 213 applicants who were tentatively assigned. Class openings for this group totaled 105, or 49.3 percent. Using this as a basis it is assumed that of the 67 men tentatively assigned, 33 would be actually assigned (32.96%). From these figures it can be said that 33 percent of the sample were placed in training. The remaining 77 percent were available for other guidance services.

The other aspects of placement were rather weak. Details of counselor strategy will be covered in a later section. Pertaining to placement it can be said that no counselor indicated placement assistance

other than assignments to courses. One counselor did assist nine servicemen in the job files by indicating how to use them. Time did not permit him to stay.

For the most part OJT provided at this site did not directly involve placement. A review of the literature indicated that sixteen men were involved in OJT at this site. The effort directed at this mode of training is time consuming. Counselors make all the arrangements and supervise the training by means of visits with the man while on the job. OJT was being entered cautiously by the TRANSITION staff because they realized tight controls were needed. They also realized that all kinds of OJT possibilities existed in the local area—a review of the "yellow pages" provided this information. The friendly climate between the local community and the military post was conducive to expanding locally conducted OJT, but the few TRANSITION personnel staff members could not hope to effect the necessary supervision.

During the survey it was noted that a representative from the Manhattan State Employment Office gave an orientation to a TRANSITION class. This turned out to be a regular orientation to members of TRANSITION classes. Servicemen were informed of the various placement services available through this agency. It was noted that the only servicemen who benefited from this information were those enrolled in training. These are the only assembled groups that it can be given to.

Based on the survey data obtained it would appear that placement consisted mainly of placement in vocational courses (65%), and that only 33 percent were actually assigned. Placement orientations by the State Employment Office were available for the 33 percent that were assigned. Other than the Informational Services, it appeared that other aspects of placement

were minimal or did not exist. During the entire course of the survey it was noted that the counselors had a full schedule of clients. Time did not allow counselors to expend a great deal of effort on any one individual.

Follow-up and Evaluation.

A lack of available time and a lack of personnel seemed to hinder the development of a worth-while follow-up and evaluation system. Supervisors and counselors are fully aware of the importance of a good follow-up program. They realize that this provides the best basis on which to self-evaluate their own system, seek improvement and make changes.

One follow-up study was made some time ago and served of no use. A new program is underway and letters are being typed to former trainees of the program.

The few counselors and one supervisor conducted frequent meetings (usually after hours) and discussed plans and past events. In a very true sense of the word this constituted self-evaluation. Plans and discussions usually were directed at training, classes, OJT, schedules, and curriculum.

In-Service Training

No formal in-service training was being conducted. The review of former research mentioned in the review of the literature reflected the counselors' opinion that such a program was not completely applicable to the military counselor role.

Orientation

While orientation is not entirely classed as a "service" and could be incorporated under the information service, it is presented separately because it has a special significance for this report. Two separate orientations were attended by the writer. Two different counselors conducted the orientation. Both counselors followed the general format described.

The first step consisted of determining ETS dates to insure that the applicable groups were in attendance. This was followed by handing out the TRANSITION Questionnaire. The form was explained and the servicemen were "talked-through" the process. The servicemen were instructed to check off those training facilities that were available at the site. These facilities were read off. The servicemen were given a brief explanation of the kinds of training available and were instructed to list the training that they desired. The questionnaires were collected. The remainder of the orientation consisted of a detailed description of the services offered: (1) counseling, (2) training, and (3) jobs.

Training was stressed, as was course content and length. The servicemen were informed that filling out the questionnaire was the only mandatory thing they had to do in TRANSITION. If they were interested and wanted more information about the program a visit to the TRANSITION site was necessary. The orientation was open to questions and the questions were answered.

The orientation was well given in both cases. The counselors were enthusiastic and this was reflected in the responses of the servicemen. It is noted, however, that the choices made by the servicemen pertaining to training were made before the orientation. In addition, the selected courses were without the benefit of counseling for those who needed it. It is understood that the servicemen cannot be individually assisted during an orientation. These items are pointed out for a later purpose.

COUNSELING

Evaluation of Self-rating by Servicemen

It is noted from the data contained in Table 2 that with few exceptions, the high number of responses fell in the most expected response column and the least expected response column contained the lowest number of responses. There is no reason to believe that the servicemen were not consistent in the initial and subsequent responses chosen. Table 2 served the additional function of providing the total number of responses selected by the sample and a breakdown of these responses within each level of educational/vocational choice category.

Counseling Needs of the Serviceman

Educational/Vocational Choice Level. This section showed how the individual serviceman viewed his own level of choice. Figure 22 illustrates the responses made by the sample (N = 100).

Figure 21

Self-Classification by Servicemen Concerning Their Educational/Vocational Choice Level

CHOICE	TENTATIVE CHOICE	NO CHOICE
36	40	24

Of the servicemen sampled, 36 percent were classified as Choice. They needed little if any assistance in choosing a particular course of training or education. They had already made up their minds what it was that they wanted. While this is a description of a "category," individual differences are readily apparent from the analysis shown in Table 2, particularly in the high percentage (55.5%) that responded to statement number 1.

Table 2

Evaluation of Servicemen's Responses

Classification by Servicemen	Most Expected Response					No Conflict Response			Least Expected Response				
CHOICE (N=36)													
Statement number	2	5	11	8	10	3	7	12	1	4	6	9	13
Number of responses	6	23	8	13	11	6	1	3	20	4	4	0	1
TENTATIVE CHOICE(N=40)													
Statement number	3	7	12			13	1	4	6	8	10	2	5	11	9
Number of responses	11	17	9			2	18	6	9	12	5	2	11	4	5
NO CHOICE (N=24)													
Statement number	1	4	6	9	13	3	7	12	5	11	8	10	2
Number of responses	19	11	9	7	4	4	5	5	3	1	4	2	2

TOTAL GROUP RESPONSES TO STATEMENTS

Statement number	1	2	3	4	5	6	7	8	9	10	11	12	13
Number of responses	57	10	21	21	37	22	23	29	12	18	13	17	7

With this one notable exception must of this group responded to the set of statements as expected. Still, exceptions are noted with those that responded to the "least expected responses." This should serve to indicate that individual perceptions differ, and that some members of the Choice group conceivably needed a great deal of assistance. This is applicable as a general rule for all the groups listed. As a general statement one could say that this group needed less assistance than the remaining two. How this group responded to other portions of the questionnaire will be developed.

Forty percent of the sample classified themselves in the Tentative Choice group. An important point to consider here is that from one to five months ago he had made a choice on the military questionnaire. Now,

given the option of not committing himself to a decision, he chose not to do so. He really had not made up his mind and was seeking assistance in doing so. As was noted this group was in the "shaded area" between both expremes. An individual may be closer to Choice or to No Choice. A professional counselor will try to find out where he is in order to determine what it is that he needs.

No Choice presented more of a problem. Twenty-four percent of the sample simply stated that they really didn't know what kind of a job or further education they wanted or what it was they could do best. One of the statements read: "That's why I'm here." He wanted to know very much the answers to these questions he was asking. Of significance was the fact that not a single respondent chose the statement "I haven't given it much thought." That is probably all he had been doing and yet he had not reached a decision that satisfied him. He may very much like someone to make the decision for him. At least, that would end the anxiety and provide him with a superficial directedness that he, himself, lacked. It may not be at all this serious, or, it could be worse. In any event, the last thing that this person needed was to start by "viewing the alternatives." He already did this in the orientation and he selected three out of seven alternatives. What he needed to know was more information about himself and his abilities. The counselor will not be able to tell him the answers to these questions. If he did, the client might not believe him. Even the initial information about himself must come from the serviceman. After this bridge is crossed he may be better able to understand his opportunities, and make the necessary adjustments and the decisions. Rather than just making the decision, he must also understand that he did make the decision. This was the one thing he would not or could not do when he filled out the survey questionnaire.

Moreover, he must accept the responsibility for the decision that he made. If No Choice is given this gift, he has derived something well worthwhile. This is the purpose of counseling and these are the needs: Sixty-four percent avoided making a choice just prior to counseling, 40 percent Tentative Choice and 24 percent No Choice. Thirty-six percent were ready to view the alternatives, or had already decided.

While these statements may be regarded as generalizations, the distribution and the differences within the groups seemed to support the idea expounded by Dr. Carl Rogers in 1946, "Individuals are basically alike, whether they are civilian or military."[68]

Decision Making Needs of Servicemen. Servicemen expressed other specific needs in responding to particular statements in the questionnaire. The need for assistance in decision making was clearly brought out. Figure 22 illustrates this point.

Figure 22

Expressed Needs of Assistance
in Decision Making
(percentages)

STATEMENT RESPONDED TO	CHOICE	TENTATIVE	NO CHOICE
I find making such an important decision difficult. I feel I just need to talk this over with someone willing to help me make such a decision	11	22.5	37.5
I have no difficulties making such a decision.	16	5	8.3

All groups expressed difficulties in making decisions. Of the

[68] Carl R. Rogers, Counseling with Returned Servicemen (New York: McGraw - Hill Inc., December, 1946), p. 7.

total sample 22 percent responded to the first statement. As expected, servicemen in Choice category responded less frequently than the other groups. No Choice, as expected responded frequently to the statement with 37.5 percent (N=9) responding.

The second statement was not responded to as expected by the Choice group. Table 2 indicated that of the most expected responses, this received the least number (N=6). This statement received the second lowest number of responses of the total sample (10%). It appeared that this statement was too strong for 90 percent of the sample. Most of the servicemen do have some problems in decision making.

Personal Problems. An attempt was made to determine what kind of problems the serviceman took with him into the counseling session. The response was far greater than expected. Figure 23 indicated these problems.

Forty-eight percent of the sample responded to the statement. All types of problems were indicated as being present. As one would expect the most frequent response was a lack of civilian job knowledge, while 14 percent responded to having other "unstated" worries. It was noted, however, that the full range of problems was present in the sample. No Choice group responded 62.5 percent, Tentative responded 42.5 percent, and Choice responded 44.4 percent of the time.

Group Guidance. A final question was asked of each respondent. Figure 20 indicated the nature of the question and the elements it contained. If the total sample (N=100), 76 percent indicated willingness to enroll in a group guidance course. It appeared that the elements contained constitute the needs of the sample.

Figure 23

The Number of Personal Problems
Expressed by Servicemen

TYPE OF PROBLEM	CHOICE	TENTATIVE	NO CHOICE	TOTAL
Financial	4	4	1	9
Difficulties at home	1	2		3
Maritial		1		1
Worry about making it as a civilian	3	3	5	11
Discrimination	1	1		2
Lack of job knowledge (civilian)	4	9	9	22
Other "unstated" problems and worries.	6	4	4	14
Total number responding to any number of statements: (N=100)	16	17	15	48

(Note: Columns do not total as more than one response was permitted.)

Expectations of the Servicemen Prior to Counseling

How Susceptible are Servicemen to Following Advice? Some individuals are more susceptible than others in accepting advice. Some statements in the questionnaire were to identify such a person. The TRANSITION literature pointed this out several times. The sample gave an indication of percentages of servicemen in TRANSITION who were highly susceptible. Figure 24 illustrated how the sample (N=100) responded.

Figure 24

Percent of Servicemen
Susceptible to Following Advice

STATEMENT RESPONDED TO	CHOICE (N=36)	TENTATIVE (N=40)	NO CHOICE (N=24)	TOTAL (N=100)
I feel it is important to listen to and follow the advice of the counselor as he probably has more experience in these matters than I do.	55.5	45	79.2	57
I expect the counselor to assign me to a course of training based on what he considers best for me.	11.1	15	45.8	21
I expect the counselor to tell me the best line of work or training I should follow.	.0	12.5	37.5	12

It appears that as the wording becomes more directive the responses become fewer. They were more willing to accept and follow advice rather than directions, and balk at "orders." It also appeared that since advice was more readily followed than directions or orders, it may be that counselors should be very discreet in giving advice. The responses seemed to support the classifications. Thirty-seven percent of No Choice will follow the orders while none of the Choice group responded to this statement. Individual differences, however, are apparent in that 55.5 percent of the

Choice responded to the least directive of the three statements.

Counseling Expectations of Servicemen. When servicemen are asked to select the statement that indicates the kind of counseling they expect, a slightly different picture emerges. Figure 17 provides the exact wording of the statements and the method of scoring the statements. The responses to the statements are shown in Figure 25.

Figure 25

The Servicemen's Expectations of Counseling
(percent)

Educ/Voc Choice	None	Directive	Directive/ Permissive	Non- Directive	No. No Response
CHOICE (N=36)	19.4	8.3	33.3	36.1	(1)
TENTATIVE CHOICE (N=40)	0	7.5	15.0	72.5	(2)
NO CHOICE (N=24)	0	20.8	20.8	58.3	(0)
TOTAL SAMPLE (N=100)	7.0	11.0	23.0	56.0	(3)

It appears that only members of the Choice group desire nothing other than to sign up for a course in education or training, and only 19.4 percent of them. All others expect something else. A gradual increase from directive to non-directive is noted for the totals, with the less congruent groups desiring more directiveness. Of the total sample 56 percent expected a completely non-directive counseling session while 34 percent expected less than a completely non-directive one. Again the reliability of the serviceman's self-classification seems to be supported by this data.

Servicemen's Expectations of the Counselor. When given a choice

to respond to two markedly different kinds of counselors, servicemen responded as indicated in Figure 26. For the exact wording of the statements and the method of scoring responses refer to Figure 17.

Figure 26

Servicemen's Expectations of the Counselor
(percent)

Educ/Voc Choice	Authority Figure	Helpful	Apprehensive	No. No Response
CHOICE (N=36)	2.7	72.2	22.2	(1)
TENTATIVE CHOICE (N=40)	2.5	85.0	10.0	(1)
NO CHOICE (N=24)	0	83.3	16.6	(0)
TOTAL SAMPLE (N=100)	2.0	80.0	16.0	(2)

Only two percent of the sample expected an "authority figure" type person as a counselor, "who would assign them to a course like they would do on a duty roster." The two individuals who selected this might pose somewhat of a problem for the counselor, but the number is insignificant. A total of 80 percent of the sample expected a "friendly and understanding" person who would be "really interested in" them, a "helping kind of person." The 16 percent that did not "know what to expect" is an understandable apprehension on the part of the servicemen. To the individual, this counseling interview is important and he is concerned about it. Choice responded rather high (22.2%). They knew what they wanted and indicated a concern about being assigned.

Counselors' Perception of the Servicemen

How the Counselors Classified Their Clients. How the counselor perceives the educational/vocational choice level of his client is an indication of how he perceives his needs. Is this soldier a mature individual who merely needs to know the alternatives open to him? Does this soldier want someone to make the decision for him? Does this soldier need information about a particular job, or is he really asking for information about work in general? Are there other problems or anxieties preventing him from making a rational decision? It is obvious that in order for the counselor to satisfy these inquiries some time is going to be expended—little or none for the Choice individual and more for the No Choice individual. As it was pointed out, practicing counselors did not have this time due to the numerous factors covered in the introduction to this chapter. The question then is not how well did they make a judgement, but rather, how well in the limited time available.

Figure 27

How Counselors Classified Servicemen
(percent)

(N=100 & %)		
CHOICE	TENTATIVE	NO CHOICE
73	23	4

In the time available (10 to 15 minutes per client), the counselors classified the vast majority (73%) of their clients as having already made a choice or were ready to do so. A total of 23 percent needed some assistance in doing so.

How the Counselors' Classification Compared with that of the

Client. Figure 28 represents a type correlation matrix designed to make this comparison. Each serviceman who classified himself as Choice and who was classified as Choice by the counselor was placed in the intersection Choice-Choice. A client who self-classified himself as Choice and was classified by the counselor as No Choice was placed in the intersection of Choice-No Choice (the upper left hand corner). Figures were converted to percentages. The shaded area is the area of a perfect correlation. The symbol (+) indicates the side which overrates the client and the symbol (-) indicates the side which underrates the client.

Figure 28

A Comparison of Counselor/Serviceman Classification

(-)	Counselor Ratings			Servicemen Totals (N=%)
	NO CHOICE	TENTATIVE	CHOICE	
CHOICE	8.3	5.6	86.1	36
Servicemen Self- TENTATIVE Ratings	0	30.0	70.0	40
NO CHOICE	4.2	37.5	58.3	24
Counselor totals: (N=%)	4	23	73 =	100

(+)

Counselors were able to accurately match servicemen self-ratings of those servicemen who classified themselves as Choice. However, counselors rated 70 percent of the self-classified Tentative Choice group as Choice. Counselors rated 37.5 percent Tentative Choice and 58.3 percent Choice, those who self-classified themselves as No Choice. Overall, counselors overrated 51 percent (28 + 14 + 9) of the sample (N=100), correctly matched 44 percent (31 + 12 + 1) of the sample, and underrated 5 percent (3 + 2) of the sample.

While counselors perceived 73 percent of the sample as having made a choice, or were ready to, only 36 percent of the sample agreed with them. The counselors perception of the individual is an indication of how he perceives the needs of the client. Then it follows that if he perceived a given number of clients as Choice his strategy and actions should approximate a similar number, and would include: assignments, information giving, etc. A given number of individuals rated by the counselor as No Choice would be matched by counselor actions related to that group, i.e., counseling of a longer duration, assurance, testing, needs time to decide, etc.

What was the Counselor's Strategy Based on His Perception of Servicemen? Figure 29 illustrates the strategy of the counselors in the survey. The educational/vocational choice levels were re-sorted to the classifications made by the counselor.

This figure indicates that a total of 76.7 percent of the servicemen classified by the counselors as Choice were assigned. An individual analysis was conducted on the 17 Choice members not assigned with the following results: rescheduled 8, gave information 7, and referred 1. These are all actions that are related to the classification. In other words when the counselor perceived the individual as Choice his actions were related to his perceptions of the needs of the client in 100 percent of the cases

Figure 29

Counselor Strategy Based on Counselor Classification
(numbers)

COUNSELOR STRATEGY	COUNSELOR LEVEL OF CHOICE RATINGS			
	NO CHOICE (N=4)	TENTATIVE (N=23)	CHOICE (N=73)	TOTAL
Assigned	0	11	56	67
Not Assigned	4	12	17	33
Referred to GED Branch	1			1
Gave desired Information	1	12	19	32
Gave assurance		1	2	3
Gave advice	1	5	10	16
Testing is indicated		3	3	6
Counseling of a longer duration is required			1	1
Rescheduled		4	8	12
Soldier needs time for choice		2	1	3
No further counseling required			3	3
Referred to another TRANSITION counselor	2	5	1	8
Other Action (write in)	1	2	5	8

involving the Choice group. The soldiers rated as No Choice were not assigned in all cases. This seems to bear out the hypothesis made in the last paragraph.

The lack of time for counseling (as defined in Chapter 1) is all too evident. Only one soldier needed counseling of a longer duration to effect a change in the individual, and only three soldiers needed time to make a decision. Combining actions in harmony with the Choice classification i.e., assignment, information, advice, a total of 115 counselor responses were noted. When combining counseling responses a figure of 22 results, or

12 percent of the total counselor responses (N=191). If we assumed that rescheduling, further counseling, and client time to choose, had to be included, the results would be negligible. The counselors, considering all the data presented, simply do not have this kind of time. Considering the nature of the assignments the trend is vocationally oriented as noted earlier.

Satisfaction/Dissatisfaction as Expressed by the Servicemen

In the section dealing with the theoretical framework, it was discussed that "satisfaction" is not a good criterion on which to evaluate the effectiveness of good counseling. The only purpose in using it at all is to detect problem areas. At the same time dissatisfied clients could not have had beneficial counseling. The practicing counselors expressed the hypothesis that assignment was directly related to satisfaction and dissatisfaction was directly related to not being assigned. The results of this aspect of the survey are shown in Figure 30.

Overall, the survey shows that 72 percent were satisfied with the service, while 17 percent were dissatisfied. Considering the totals, 13.1 (N=9) percent of those assigned were dissatisfied and 25.8 percent (N=8) percent of those not assigned were dissatisfied. Apparently, assignment does not equal satisfaction. Within the Tentative group the exact opposite is true. The only dissatisfied clients were those who were assigned. An individual analysis of all 17 dissatisfied servicemen indicated that the only factor common to most was the counseling climate responses. Two servicemen reported a helpful counseling climate, and 15 reported a less than fully helpful counseling climate. The high percentage of satisfied clients in the assigned Choice group is understandable. They knew what they wanted and got it. The same reasoning holds true for the not assigned Choice group; they did not get what they knew they wanted.

Figure 30

Summary of Client Satisfaction/Dissatisfaction
Compared with Assignment
(percent)

Educ/Voc Choice	Satisfied Clients	Varied or Neutral	Dis-sat Clients	No Response
CHOICE (N=36)				
(N=21) ASSIGNED:	95.5	0	4.5	0
(N=15) NOT ASSIGNED:	42.8	14.3	28.6	14.3
TENTATIVE (N=40)				
(N=30) ASSIGNED:	76.6	0	20.0	3.3
(N=10) NOT ASSIGNED:	70.0	20.0	0	10.0
NO CHOICE (N=24)				
(N=16) ASSIGNED:	81.3	6.2	12.5	0
(N=8) NOT ASSIGNED:	0	12.5	37.5	25.5
TOTALS				
(N=68) ASSIGNED:	83.8	1.5	13.2	1.5
(N=32) NOT ASSIGNED	40.6	21.9	21.9	15.6
(N=100)	70.0	8.0	16.0	6.0

Note: See Figure 19 for statements responded to and scoring methods.

The No Choice group appeared to be satisfied, for the most part, when they were assigned (80%), but not necessarily for the same reasons as the more congruent Choice group. The same holds true for the reasonably high (44.4%) percentage of those who were dissatisfied when not assigned. It is recalled that 72.2 percent expected to follow the counselor's advice,

and 45.8 percent expected the counselor to assign them to a course the counselor thought best, and finally, 37.5 percent expected the counselor to tell them what to do. Having not been assigned, having not been "told" what to do, and having not received the directions they expected, they were dissatisfied with the results. Moreover they probably still did not know what they wanted to do. For the satisfied group they received the superficial directedness they sought by means of training.

The Counseling Climate as Perceived by the Servicemen

It has been reasonably well established by research that a helping relationship is essential to counseling which facilitates an individual's growth and development. This helping relationship involves emphatic understanding on the part of the counselor. He must be reasonably congruent, himself. His attitude must be consistently non-judgemental, and accepting. In addition, he must be able to communicate these elements to his client.

A helpful counseling climate is usually reflective of the elements described above. The content of the statements used to determine the counseling climate in this survey may be found in Figures 19 and 20. The results of the survey are shown as indicated in Fogure 31.

As would be expected, the Choice and Tentative groups experienced the most helpful relationships, with the No Choice group experiencing the least fully helpful counseling climate. The significant figures indicated by the Figure are contained in the totals. Only 56 percent of the sample experienced a fully helpful relationship. Forty-four percent experienced less than a fully helpful counseling climate. As it was illustrated in Figure 30 in the preceeding section, assignment and non-assignment do enter into this picture also. But as it has been also illustrated, one does not equal the other. It has been shown that the single common element in

Figure 31

The Counseling Climate as Perceived by Servicemen (percent)

Counseling Climate Rating	Based on number of:		As Perceived by:			
	Negative Responses	Positive Responses	CHOICE (N=36)	TENTATIVE (N=40)	NO CHOICE (N=24)	TOTALS (N=100)
Helpful	None	All	61.1	62.5	37.5	56
Helpful-Varied	1	7	8.3	15.0	20.8	14
Varied	2	6	2.8	12.5	16.6	10
Not Helpful-Varied	3	5	8.3	0	16.6	7
Not Helpful	4+	4-	11.1	7.5	4.2	8
No response	/	/	8.3	2.5	4.2	5

(Note: Responses and scoring may be found in Figures 19 and 20)

dissatisfaction is a result of a less than fully helpful counseling climate. To uncover the causes of a less than fully helping relationship, two additional areas will be illustrated.

The Counselor as Perceived by the Servicemen

The following illustration provides a summary of the responses which indicate how the counselor was perceived by the servicemen in the sample. To determine the nature of the responses from which the categories listed below sere established, see Figure 19, page 72.

The servicemen in the sample rated the counselors non-directive in 78 percent of the responses. All the groups were similar in this respect. More Choice servicemen rated counselors as directive than did others. A different picture is presented regarding the authority figure section. Only 46 percent of the sample rated the counselors as non-authority figures.

Figure 32

How Servicemen Perceived the Counselor
(percent)

Servicemen Classified as:	Perceived the Counselor as being:					
	Non-Directive	Directive	No Response	Authority Figure	Non-Authority Figure	No. Ans.
CHOICE (N=36)	75.0	16.6	8.3	22.2	55.5	22.2
TENTATIVE (N=40)	80.0	12.5	7.5	42.5	42.5	15.0
NO CHOICE (N=24)	79.2	12.5	8.3	50.0	41.7	8.3
TOTALS (N=100)	78.0	14.0	8.0	37.0	46.0	17.0

(Note 1: Columns do not total, percentages are of the groups. The Total line is based on the entire sample.)

(Note 2: Figure 19 indicates statements responded to and scoring.)

A possible explanation for this situation would be this: No Choice did not attach a negative connotation to the term "authority-figure" whereas Choice may have. No Choice, and a proportion of Tentative, have already established that they were seeking an authority figure, like an officer or a teacher. The writer does not imply that a negative connotation should be given to officers, teachers, etc. They do give instructions and they do have authority over other people. At times, they may even make decisions for the group and for individuals within the group. A counselor does or has none of these. The writer does not mean to imply that the counselors were authority figures with either a negative or a positive connotation attached—merely that No Choice, in 50 percent of the cases, perceived the counselor as being the kind of person who gave him the advice and direction he sought. It may be of interest to note that five percent of the sample circled the word "teacher," in the description, and followed it with fully helpful, counseling

Figure 33

Analysis of No Choice
Responses

Client Satisfaction With the Service:					Sought counselor decision*		Clients considered the counselor as: Authority figures					
Satisfied	Varied	Neutral	Dissatisfied	No response	YES	NO	YES	NO	No response	Helping Person	Directive	No response
ASSIGNED GROUP (N=16)												
81.3	6.2	0	12.5	0	81.3	18.2	62.5	31.3	6.2	81.3	12.5	6.2
NOT ASSIGNED GROUP (N=8)												
0	25.0	12.5	37.5	25.0	100.0	0	37.5	37.5	25.0	50.0	25.0	25.0

*Note (1) This is an implied desire on the part of the client based on responses to statements contained in Figure 19.

climate responses. The counselors may not have intended that their advice would be received as the directedness that the client classified as No Choice lacked. However, 50 percent of the No Choice group and 42 percent of the Tentative group, may just have received it as such. Figure 33 provides a different breakdown of the No Choice group that seems to support this reasoning.

Elements of the Helping Relationship Perceived by Servicemen

A summary of the responses that directly affect the helping relationship between the counselor and the client point out counselor strengths and areas that may need improvement. Figure 34 contains the statements responded to and the responses.

It appears that assigned No Choice, being perceived by the counselors as Choice or Tentative Choice in 95.8 percent of the cases, was approached as a member of the more congruent groups. Counselor strategy followed counselor perceptions as it was indicated in Figure 29. Assignment, advice, and information were perceived as being what they expected and they were satisfied with the results. They perceived the counselor as the authority-figure (62.5%) they sought. No negative connotations were attached to this term by No Choice as the high response rate (81.3%) to a helping person, one who "let him make the decision," indicated (87.5%).

Not assigned No Choice tended to confirm this line of reasoning. One hundred percent expected or sought another's advice and decision. No member of this group was satisfied with the result. Only 37.5 percent considered the counselor as being an authority figure.

Counselor strengths are noted in two areas. Eighty-three percent of the sample felt that the counselor listened to and understood them. This is an exceptionally important part of the process. It is truly commendable

Figure 34

An Examination of the Counseling Climate
as Perceived by the Servicemen

STATEMENTS RESPONDED TO BE SERVICEMEN	NUMBER OF RESPONSES		
	POSITIVE	NEGATIVE	NONE
I feel that the counselor:			
a. listened to what I had to say and understood me clearly.	83		9
b. did not listen to me and did not understand me.		8	
I feel that the counselor:			
a. helped me with my future plans.	65		13
b. did not help me with my future plans.		22	
I feel that the counselor:			
a. accepted me as an individual.	80		10
b. did not accept me as an individual.		10	
I feel that the counselor:			
a. was really interested in me and that my problems were important to him.	58		13
b. was only interested in doing a job that he had to do.		29	

that the counselors were able to communicate this understanding to the client in the limited time available.

The counselor's ability to communicate a non-judgemental attitude and unconditional positive regard for the client in 80 percent of the cases reflects well on the counseling ability at this site.

An area that needs some improvement is in the area of the future plans of the client. Only 65 percent of the sample responded favorably to

this statement and 22 percent responded unfavorably. To the 22 percent, the short range, limited options, approach is inadequate. This is a counseling need. It may just be the most important need that can be fulfilled by the counselor. It was noted in the literature that TRANSITION counseling is limited by the training and that this, in effect, simplified the counseling problem. While this is true, it does not simplify this client's problem one iota.

The last and weakest area noted was in the perceptions of the client of a "business-like" atmosphere. Fifty-five percent responded favorably to this statement, and while this is excellent, 29 percent did not respond so favorably. This client is not interested in business at this time. His interest is personal, and it deals with himself. The counselor's business is assisting the individual with this very personal problem. It is a matter of unconditional positive regard for the client as a person on the part of the counselor.

Chapter 5

DISCUSSION

THE ADMINISTRATIVE BASE SUPPORT

The problems expressed by the Department of Defense in regard to counseling and guidance are well documented. The effects of the inadequacies of the administrative base on the overall program are somewhat clear. The review of the literature, previous research, and the results of this survey seem to point this out.

TRANSITION Doctrine and Concepts of Counseling

Counseling has not been well defined and a divergence of opinion is evident. Counseling has been expressed in TRANSITION documents as a process involving the selection of training and options available. It has also been indicated as the offering of "impartial information" which allows the individual to make a decision. At the same time, other documents provide a diagnostic approach where counselors make a prognosis which is presented to the individual. Opinion, however well intended, has also had an effect. The separating serviceman is described as a mature individual who only needs to view the alternatives and make a decision.

The role of the counselor has been described in dealing with minority groups as one in which "a close interpersonal relationship" is not required. "The counselor and counselee do not even have to like each other." Counseling is analogous to a "big brother," or a "tour guide."

TRANSITION counseling is designed to be self-limiting. Concerning this aspect the statement contained on page 35 of this report is worth reviewing as well as the source. This built-in limitation in effect closes

the access to the greatest long-range benefits that TRANSITION could provide. The survey has clearly pointed out that the "satisfaction of immediate needs" do not coincide very well with the counseling needs of the servicemen.

At the local and line level the effects of this doctrine and opinion are evident to some extent. Counseling needs are not being met because counselors are following TRANSITION doctrine. Local concepts of counseling are as divergent and at times conflicting as the literature reflects. Practicing counselors have even expressed a desire to use the title "guidance specialist" or, "educational advisor" rather than "counselor."

TRANSITION Counseling and the Philosophy of the Department of Defense

This viewpoint of counseling does not seem to follow the expressed philosophy of the institution, one in which "respect for the serviceman and civilian employee as a person, recognizing his individual needs, aspirations, and capabilities," are being shown.

The leadership of the program at all levels displays a sincere and dedicated belief in this philosophy in the "working philosophy" they demonstrate. At the same time a close look at TRANSITION counseling is all too impersonal, impartial, and seems to lack the deep human considerations that counseling is all about. It is also quite evident that this was never the desired intent of TRANSITION leaders or writers of the doctrine.

The evaluation of counseling by the administration seems to deal more with quantity rather than quality and the limited goals of TRANSITION counseling are readily accessible. The goals of counseling are much more difficult to achieve, however. These goals are the humanistic goals expressed by the philosophy of the Department of Defense.

A trend was noted in TRANSITION attitudes toward counseling between the first and second October conferences. The first centered on

counseling and the second on business. Caution is required here. Big business even to exist requires that the direction of interests be for business first and the serviceman second. Counseling and counselors should have a different viewpoint.

TRANSITION Counseling Goals and Counselor Qualifications

What should the qualifications of TRANSITION counselors be? The answer to this question depends more on what TRANSITION counseling should be. If the limited goals of TRANSITION counseling are to be retained, current qualifications are perfectly in order. These goals can and were being met. Current goals are being met to a certain extent by military counselors "with perhaps 10 years of service and some counselor training," supervised by a "civilian in the grades of GS 9-12, with some counselor training." They may even be met by the airman with considerable personnel counseling experience. There are all different kinds of counseling. Teachers counsel pupils, officers counsel enlisted men, commanders counsel subordinates, master plumbers counsel journeymen, and mothers counsel daughters. All of these are valid uses of the term counseling, but all do not provide the non-judgemental, accepting, kind of counseling relationship where unconditional positive regard and empathy are experienced by the counselee which provides for his individual growth and development.

This kind of counseling is more dependent on attitude than advanced graduate work, but the two seem to happen at about the same time. The Department of Defense has to decide on the kind of counseling they want first and discuss qualifications later. If the Department of Defense accepts a counseling attitude that reflects the philosophy of the institution, then a change is necessary.

It was pointed out to the leaders of the TRANSITION program that

"their personnel problem was falling apart at the point of separation." TRANSITION was and is the answer to that problem. The Department of Defense has now expressed a qualified counselor procurement problem. The review of the literature seems to point out that their counselor problem is falling apart at the point of entrance. Both GED and TRANSITION counselors are qualified teachers with two years teaching experience, who in all probability do not meet the state certification requirements of the states from which they came (based on entrance requirements). The review of the literature seems to confirm that counselors are teachers with specialized training at the masters level and beyond. If the Department of Defense accepts the recommendations of state certification boards, professional guidance and counseling organizations, and the universities which train and supervise counselors, then change is necessary.

The Department of Defense was asking the right questions but they asked the wrong people if they were trying to find out what counselor qualifications should be. The review of the literature and prior research pointed out a perfect example of a self-perpetuating system which was neither amenable to change nor to improvement. When one asks the qualified teachers in the field what the qualifications should be, for the positions they occupy, the inevitable answer is that teacher qualifications are sufficient. If a panel comprised of those meeting the qualifications are asked to make recommendations, the recommendations are those required in the entrance qualifications. This brings the problem right back to where it started in the first place—WAS 908, the entrance requirements. If a change is desired, then the Department of Defense had best look elsewhere.

Obtaining qualified counselors is now a little more than a problem. If the hypothesis is correct, that the level of achievement in

professional training is at or near the entrance requirements, then all the counselor slots are filled by teachers. This seems to present more of a problem than salaries do. It would appear from the literature that the title of "guidance specialist" is worth about $2000 more than that of teachers, even without additional qualifications. This area appears to need serious study. It may be argued that the working year of the civil service employee is longer than that of a teacher. While this is unquestionably true, the difference is not that great, and teachers do not necessarily consider the short teaching year an asset, nor does it defend the disparity between qualifications.

THE GUIDANCE SERVICES

The survey reveals that while the concepts of the program are excellent, the shortcomings of the administrative base reduces the excellence in actual practice.

The individual inventory service fails to provide adequate data for counseling use due to the reasons described above. The testing service has the capability to support the counseling service, but it is dependent on a functioning inventory service. Testing is also dependent on adequate time to work the service and utilize the results of the service. In practice few tests are actually administered and the scores on military tests are infrequently used. The question of qualified personnel to effectively interpret and utilize the results of the testing service was not surveyed. Professional educators and educator trainers generally recognize that test interpretation is both a generalized and recognized shortcoming in the "approved program" approach to teacher education.

The placement service in some areas and some sites seems to be effective when tied to the training-placement concept of training offered by

the Private Sector. Other than this, the placement service falls short of operating efficiently. While job files of the information service were shown to nine percent of the sample none were given further or direct placement assistance.

Local follow-up and evaluation services are also affected by the shortcomings of the administrative base. It is difficult to conduct follow-up studies and conduct evaluations when all of the time is spent processing the individuals with an inadequate staff.

This same principle holds true for the in-service training service. While this is a recognized and sorely needed service, neither adequate time nor incentive for the program seems to exist.

COUNSELING

The actual practice of counseling suffers from all other shortcomings mentioned. Counseling is equally dependent on the efficient functioning of all the other guidance services as well as the foundation of the administrative base.

It has been noted that while the goals of counseling are being met, the goals were subject to question. The limiting aspects of TRANSITION counseling were based, in part, on the premise that the maturity developed while in the service required only a review of the alternatives by the serviceman. This premise was not supported by the results of the survey.

The survey clearly supported this premise in only 36 percent of the servicemen sampled. The remaining 64 percent needed assistance other than simply reviewing the alternatives. The 36 percent was the only group that TRANSITION counseling was designed to help. This group viewed the alternatives and made a choice, but only 58 percent were "tentatively assigned," and only

half on the average were assigned to a course of training.

Within the limiting factors of time and expectations of the command, counselors had a tendency to overrate the individual's level of occupational choice. Counselors rated 73 percent of the sample as Choice. Counselors rated only four percent of the sample as No Choice, while the servicemen rated themselves as being members of this group in 24 percent of the cases.

Counselor strategy followed the counselor's perception of his client. This is as it should be. The high rate of counselor actions matched the high rate of those classified as Choice. These actions involved assignment and information and advice giving. The low rate of actions directed at the least congruent group equalled the low rate of servicemen classified as No Choice. In other words, counselor action and strategy was based on the counselor's perception of the needs of the individual.

It follows that when 79 percent of the self-classified No Choice group responded to statements that indicated a desire or willingness to follow the counselor's advice rather than retain the prerogative of making this decision themselves, 83.8 percent were satisfied with the service. It also follows that 62.5 percent considered the counselor as the "authority figure" they were seeking, and 81.3 percent considered the counselor as being a helping, non-directive person. On the other hand, when No Choice was not assigned he was dissatisfied in 100 percent of the cases, and 100 percent of this group sought to follow or accept the counselor's advice.

Personal problems were expressed by 48 percent of the servicemen sampled. These problems were interfering with rational decision-making. It is doubtful if counselors had time to be of assistance in this area as only one percent of the sample was selected as needing counseling of a longer duration based on counselor strategy responses.

Counselor time, counselor training, or possibly counselor job security permitted counselors to provide a fully helpful counseling climate for only 58 percent of the servicemen sampled. Only 37 percent of the less congruent No Choice group experienced this helpful counseling relationship. Counselors were rated high in understanding in 80 percent of the cases, which is commendable. The work-load, however, appeared to produce a "business-like" atmosphere as only 58 percent of the sample considered that the counselor was really interested in them as individuals rather than the job that he had to do.

It appears that the counseling needs of the Choice group were being met and that the counseling needs of the remainder were being met to only a marginal degree. After the counseling interview was completed 78 percent of the sampled servicemen responded to a statement which indicated a desire for group guidance needs.

CONCLUSIONS

The single, most evident finding of the survey indicates that the lack of adequate administrative support for the guidance and counseling services adversely affects all areas of the TRANSITION program. This appeared to be the principle and primary cause of all other shortcomings of the program.

This situation can be traced directly to a lack of adequate definitions of what counseling is or should be, and no attempts were noted in the literature to request assistance of professional organizations in the counseling or guidance field, nor of the universities that select, train and supervise counselors.

The lack of administrative support was evidenced in an excessive counselor/client ratio, a lack of qualified counselors based on entrance

requirements, and an inadequate amount of counseling time.

While the excellence of TRANSITION training aspects of the program was materially assisting many servicemen in their transition to civilian life, the training was provided to only a fraction of the total number of eligibles. The remainder were dependent on the counseling and guidance services offered.

While the goals of TRANSITION counseling were being met the goals were subject to question. The expressed goals and other self-limiting aspects of the doctrine were not in full harmony with the philosophy of the institution. While the goals of the Department of Defense were humanistic, the process of TRANSITION counseling was diagnostic and limited to the training options available.

TRANSITION counseling, limited by time available, structured by command opinion and stated doctrine, seems to have led counselors to vastly overrate the servicemen's level of educational/choice.

Counselors' perceptions of the serviceman's level of choice was followed by counselor actions and strategy that reflected these perceptions. The high percentage of Choice classifications was matched with a high level of counselor actions of assignments and other actions applicable to this group.

Servicemen in the sample rated themselves as being members of the Choice group in 36 percent of the cases, while counselors rated 73 percent of the sample in this group. Twenty-four percent of the servicemen considered themselves as No Choice, while counselors placed only four percent of the sample in this classification.

This tendency to overrate may have had the effect of providing the decisions, however unintentional, to the 79 percent of the No Choice group that sought to follow the counselors' advice rather than make their own

decisions.

Only 56 percent of the sample may have experienced a fully helpful counseling climate. Seventy percent of the sample were satisfied and 16 percent were dissatisfied with the service. Assignment to a training program did not equal satisfaction.

Counselor strengths were noted as understanding and acceptance and the areas needing most improvement were in unconditional positive regard for the client and in helping clients with their future plans.

Seventy-eight percent of the servicemen in the sample would sign up for a group guidance course if one were offered.

RECOMMENDATIONS

The Fort Riley TRANSITION Staff.

The following recommendations are submitted to the local staff. They are based on the assumption that change comes slowly and as such, are of a practical nature.

Orientation. While the orientation is basically sound and well executed by the counselors, some improvements could be made. The orientation could be the first large group guidance session. Much basic occupational information is repeated by the counselors in individual counseling sessions. The orientation could be the place to provide much of this information. The counselors would be the best judge of what this information consisted of. A panel type orientation is suggested consisting of representatives of the TRANSITION counseling staff, MDTA instructors, GED counselors, GED Program teachers, Postal instructors, OJT participants from the Private Sector, and the State Employment Office. Each representative could present a short talk on his area's particular contribution to the program. Questions could be

asked by the servicemen and answers provided by the panel. After the orientation of this type, some faith could be placed in the responses made to the questionnaire. The options, "I'm really not sure" or, "I don't really know," could be added to the list of training options. This would permit counselors to spend more time counseling and less time giving information in individual sessions.

Counseling Time. A more efficient use of the limited counselor time available could be made by determining which servicemen do not need or desire counseling. An estimated 36 percent (the Choice group) could be interviewed to determine the administrative qualifications. If time were available all men should clear through a counselor. Two methods could be used to determine group membership. A questionnaire similar to Part I used in this survey might prove effective. The second page of Part I would provide a degree of measuring the consistency of the serviceman's first response. The second method would consist of asking the individual if he wanted to see a counselor to help him decide or render other assistance. A cover sheet could provide target group data for use by all staff members.

Wherever possible counselors should be relieved of administrative type duties. In this regard, military assistants might be provided. It is realized that this is a command decision. Servicemen could be those with a very limited time remaining in service or even by physical profile personnel. These assistants, with limited training, could provide continuous assistance at the job files, render resume assistance, and assistance in application letter writing. These personnel could conduct surveys using returned follow-up letters, and questionnaires.

Recommendations Related to the Survey. Based on the results of the survey, and under present operating conditions, counselors have no basis

to place any faith in the initial training selected by the serviceman in the 998-R. The system of specialized counselors for certain training courses offered is equally open to question for the same reasons. Counseling is too structured. This is a dangerous method of approaching the No Choice group and a portion of the Tentative group. The survey revealed that these groups constitute the largest percentage of personnel using the service. Considering the fact that a high percentage of personnel using the service indicated a willingness to follow advice or even accept directions rather than make a dicision, coupled with the fact that advice is more readily accepted than orders and is therefore the most dangerous of the two. For these reasons any form of structure should be abandoned under the present circumstances.

An improvement to the individual inventory service could be made by reproducing the Soldiers Qualification Record, Form 20, and making it available to the counselors. This reproduced record would be a minimal expense considering the value it could have to the counselors.

In that 23 percent of the sample indicated a need or a desire to take tests that might assist them in determining a course of action, this service should be improved. If counselor time were made available by some of the suggestions recommended the testing service could be improved.

Considering the fact that 78 percent of the sample responded to the group guidance statement it would appear that this is a definite need that is not being fulfilled. If counselors concede that much of the information given in individual counseling sessions is repeated, then much counseling time could be saved in offering group guidance courses. The group guidance course could be a regular TRANSITION course offering. All the guidance and counseling services could be fully brought to bear. These services could include, (1) testing by group and test interpretations, (2) direct supervised

use of the information service, (3) direct placement assistance through resume preparation, and job applications, (4) visits by or to the U.S. Employment Service Office, (5) and visits to TRANSITION training sites.

The need for in-service training is evidenced by the results of the survey. This need not be a formalized class. Weekly meetings where case conferences are held and ideas exchanged would prove to be an effective in-service training program.

The TRANSITION Program

An inadequate administrative base for the guidance services will continue to plague the full potential development of an effective program. Based on a review of the literature and the survey conducted at Fort Riley, Kansas, the following recommendations are made.

A complete review and re-evaluation of counselor qualifications seems to be required. Minimum standards should be established that at least equal state certification requirements.

A complete survey should be initiated to determine the present level of professional qualifications in the guidance and counseling field. Actions should be initiated to up-grade this level in all cases where the minimum qualifications are not being met. The philosophy of the GED program could serve as a guide. Incentives could be established that would combine tenure, promotion, and incremental pay increases to both educational achievement level and experience.

Considering realistic fund limitations, a system of internship at the GS 7 level, based on known losses in civil service positions could be effectively used as the method of procuring counselors. The internship could be over a two-year program and would culminate in a Master's degree in counseling and guidance as well as promotion to the GS 9 level. The interns

would help solve the current shortage and at a lower pay scale level. The internship program would also provide a qualified counselor input.

The Department of Defense should withdraw control of counselor qualifications from the Services. It makes no sense to have such a wide disparity of counselor qualifications between the different Services. The people using the guidance and counseling services are basically the same, only the uniforms are different. The use of military personnel, trained at considerable expense to perform one task, should not be assigned in another. The waste is multiplied when other servicemen must be trained to fill the slots vacated.

It is recommended that if funds do not permit the inclusion of qualified contract counselors into the civil service ranks, or those not fully qualified into a possible internship program, that they should at least be given a decent amount of job security. At least at the same level that Department of Defense school system personnel receive. It is difficult to see how counselors can be expected to counsel others regarding their future plans when the counselor's own future is constantly jeopardized. This level of counselor congruence is not conducive to good counseling.

The final, and most important, recommendation is that the Department of Defense should establish lines of communication with the institutions most qualified to render assistance. Professional counseling and guidance associations, such as the American Personnel and Guidance Association, and the American Counselor Educator and Supervisors Association (ACES), should be consulted for the valuable assistance available.

Chapter 6

SUMMARY

Colleges and universities were preparing individuals to assume the role of professional counselors in areas of a diverse nature other than just the public school system. It seemed appropriate to conduct a research study in one of these "other" areas.

The TRANSITION program was a recent addition to the counseling and guidance field. It began by presidential order in April, 1967 and started operations in January, 1968. TRANSITION was a national program affecting hundreds of thousands of people. The TRANSITION site at Fort Riley, Kansas, was selected because of its proximity and it was assumed to be a typical TRANSITION site.

Approximately 900,000 servicemen were being separated from the military service each year. The Department of Defense recognized that many of these individuals had no civilian work skills prior to entering the service, and many had not developed a civilian work skill while in the service.

The Department of Defense is the responsible government agency for the operation of the Program. Basically, it is a highly decentralized operation with each of the military Services conducting its own program under the broad policies of the Department of Defense.

The TRANSITION Program provides four basic services to accomplish this mission, (1) counseling, to help servicemen to sort out the options available in the TRANSITION program, (2) training, to provide them with a skill, (3) education, to permit advancement to the high school level, and (4) a job referral service to provide a link with a civilian job. Target groups were established to insure that those who needed the service the most

would be provided the assistance.

A review of the literature clearly revealed that the traditional guidance and counseling services were applicable to the TRANSITION Program. The general approach to the study consisted of an evaluation of the administrative base support for the guidance and counseling services offered by TRANSITION. This included the "normal" methods of evaluation and consisted of the counselor/client ratio, counselor qualifications and the counseling time available.

The second approach to the problem area consisted of a review of the literature to determine the basic philosophy of the institution, stated doctrines regarding the counseling service, and attitudes and opinions concerning counseling.

The third method consisted of a research study of TRANSITION counseling, combining the data obtained in the review of the literature, previously conducted research and the development of a system to obtain an insight into the effectiveness of TRANSITION counseling.

The instrument used to conduct this research consisted of a three part questionnaire. The questionnaire was based on the theory that various levels of educational/vocational choice can be catogorized and that all individuals would fall into three broad groups, (1) those that had made a choice or were about to crystallize one, (2) those who had made a tentative choice and were considering several options, but had not made a decision, and (3) those who had made no choice whatever and did not appear ready to make one. These three broad groups were termed Choice, Tentative Choice, and No Choice. The basic terms are not orignial as they are used frequently in professional literature (Tyler, Ginzburg, Super, Hoppock, et.al.,), along with other appropriate terms. The composite classification system selected

is not necessarily the "best" system to use in practical counseling, however this was not its purpose. It was a simple system which provided a clear breaking point between the two extremes—the individual had either made a choice or he had not. The middle group was more of a "shaded area" between both extremes. These terms also implied counseling needs. As an example, Choice needed little or no counseling at all.

The instrument to conduct the study consisted of three parts. Part I consisted of a self-classification to be chosen by the respondent. The statements to be responded to were of the self-description types and the client had to choose between them, and select the statement that best "fit." In essence the statements reflected the individual's level of choice as described above. The "ratings" of Choice, Tentative Choice and No Choice were applied to the statements. Part I also had an internal instrument that indicated the consistency of the individual's initial selection as well as the additional data the statements provided. The Counseling expectations of the serviceman were included.

Part II was responded to by the counselor and it indicated his perception of the individual's level of choice. The counselors were provided with a detailed description of each level of choice containing implied counseling needs. The counselor was also required to indicate his strategy based on his perception of the individual's level of choice.

Part III was completed by the client and sought to determine the client's perception of the counselor, his satisfaction with the service, and a measure of the counseling climate.

Counselors did not see those portions of the questionnaire given to the clients and the clients did not see the portion given the counselors. The parts of the instruments were coded for reassembling, and enveloped.

A sample of 100 servicemen were the subjects for Part 1 and the three counselors in the TRANSITION Program were the respondents for Part II. All subjects that were scheduled for interview during the time the survey was in progress were given a questionnaire. All 100 responded to parts I and II. A total of five percent failed to complete part III.

The study of the administrative base for the support of the guidance and counseling services revealed several shortcomings. The seriousness of these shortcomings were judged to be the principal and primary causes of all other shortcomings noted in the study and in the research. The principal area was counselor qualification; requirements were below that of state certification requirements. The basic requirements consisted of an "approved program" approach to teacher education and two years teaching experience. The salary scale, however, was approximately $2000 higher than a random sample of 16 public school systems. In addition, the counselor/client ratio was 1:1358, which was considered excessive. Counselor counseling time was considered minimal. The available time consisted of about 25 minutes per client, but in practice 10-15 minutes was about average.

The literature revealed that all the traditional guidance services were considered, some were more operational than others, but all were noted in the literature. The literature described and recommended the use of all the services.

The literature also revealed that the TRANSITION counseling doctrine consisted of a rather self-limiting counseling procedure. Counseling was tied to the options and training available in TRANSITION. This tended to simplify the counseling process. Another document, however, indicated a diagnostic approach to counseling which did not appear to be in use. The goals of counseling in the TRANSITION program were being met, but

the writer questioned the goals. It was pointed out that the TRANSITION goals were not in harmony with the philosophy of the Department of Defense.

A wide divergence of opinion existed as to what counseling was. This was reflected in the literature and in the opinions of the local TRANSITION staff members. Approaches ranged from conditioning to client centered.

In practice the guidance services fell short when compared with the services of the descriptive literature. The failure to provide an adequate administrative base greatly affected the local staff's capacity to render the services effective. The attitude of the staff was outstanding, however. As all appeared to be dedicated to the principles of the program. Counselors were actively interested in the welfare of their clients and would have preferred to spend more time, if it were available.

The contention in the literature, that the maturity of the separating servicemen was substantial as a result of military service and that for the most part all they needed was to view the alternatives and choose, was not substantiated by the survey. Thirty-six percent of the sample (N=100) fell in the category self-classified as Choice. Tentative Choice was selected in 40 percent of the cases and No Choice was selected by 24 percent. The results of the consistency check indicated that these responses were reasonably reliable.

Counselors vastly overrated the sample. They considered 73 percent in the Choice category, 23 percent as Tentative Choice, and four percent as No Choice.

Clients expressed difficulty in making decisions in 22 percent of the total sample. No Choice indicated this difficulty in 37.5 percent of the cases (N=24). Fifty-seven percent of the sample (N=100) indicated a willingness to follow the counselor's advice, 21 percent expected the counselor to

make the assignment based on what the counselor thought best, and 12 percent expected to be told what to do. It appeared that advice would be more readily followed than orders, this made advice the more dangerous of the two. No Choice, as expected, was willing to follow advice in 79.2 percent of the cases (N=24).

Counselor actions and strategy matched counselor perceptions of choice level. The high rate of selection of Choice (73%) was matched with a high assignment rate (67%) and a high information rate (32%).

It followed that the least congruent (No Choice) group sought the counselor's decision (79.2% overall), and that the members were satisfied when assigned. A total of 16 No Choice members were assigned, of which 81.3 percent sought the counselor's advice and indicated a willingness to follow the advice; 81.3 percent were satisfied, 62.5 percent perceived the counselor as an "authority figure" as well as a helping kind of person (81.3%). Of the eight not assigned members of the No Choice group, 100 percent indicated a willingness to follow the counselor's advice, 100 percent were dissatisfied, and only 37.5 percent considered the counselor an "authority figure." Twenty-five percent considered him as being directive and 25 percent failed to respond to the question. It appeared that the individual's perception of the term authority figure did not bear a negative connotation with the assigned No Choice group. It also indicated that individuals are satisfied for different reasons.

Forty-eight percent of the total sample indicated some forms of personal problems that were interfering with their making a decision. The full range of problems were encountered, with 14 percent responding to "other" unstated problems. Only one percent of the sample were noted in the counselor strategy responses as needing counseling of a longer duration.

Overall, 70 percent of the sample were satisfied with the service, 16 percent were dissatisfied, and eight percent were neutral in their response. Assignment did not equal satisfaction. Fifty-six percent of the sample experienced a fully helpful counseling climate, while 78 percent felt the counselor was a non-directive, helpful kind of person. Seventy-eight percent expressed a desire for group counseling and guidance after the interview.

Based on the above data, recommendations were made which indicated a need for the Department of Defense to re-evaluate the entrance qualifications, conduct a study to determine present profession levels, provide incentives for those not meeting the minimum selected standards, and to establish lines of communication with professional counseling and guidance organizations, i.e., APGA and the ACES.

Recommendations to the local staff included the need for group guidance, eliminating the structured counseling arrangements, providing for a more thorough orientation, abandoning all faith in the initial client's response to the military questionnaire, and methods of reducing the counseling load.

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COUNSELING AND GUIDANCE IN THE TRANSITION PROGRAM

by

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AN ABSTRACT OF

COUNSELING AND GUIDANCE IN THE TRANSITION PROGRAM

The TRANSITION Program was a recent addition to the counseling and guidance field. The program was conducted by the Department of Defense in a highly decentralized system which allowed the various military Services to conduct their own program under the broad guidelines established by the Department of Defense.

Approximately 900,000 servicemen were being separated each year. Many did not have marketable civilian skills with which to ease their transition into civilian life.

Recognizing this problem, the Department of Defense established TRANSITION which would provide four basic services, (1) counseling, (2) training, (3) education, and (4) job referrals.

The literature indicated that the traditional guidance and counseling services were applicable to the TRANSITION Program.

The purpose of the study was to describe the services offered in the TRANSITION Program using the traditional guidance and counseling services as a backdrop. The counseling aspects of the program were to be studied in some detail. The announced problems encountered by the Department of Defense included the evaluation of counseling, the role of the counselor, qualifications of counselors, and the effect of expectations of the command and of the clients on the counselors.

The methods to define the problem and provide data on which to base conclusions, consisted of three related approaches to the problem. The first approach consisted of an evaluation of the administrative base support of the guidance and counseling services. The method would consist of check-

lists provided by the Department of Health, Education, and Welfare.

The second approach would consist of an evaluation of the normal methods used in reporting the adequacy of a counseling and guidance service. These consisted of, (1) counselor qualification requirements, (2) counselor/client ratio, and (3) available counseling time.

The third approach consisted of the development of a three-part questionnaire which would measure the servicemen's level of educational/vocational choice, his expectations of counseling, and his satisfaction with the service. The questionnaire was designed to determine the counselor's perception of the client's level of educational/vocational choice and his strategy based on this perception. A measure of the counseling climate would be included.

The results of the survey indicated that the administrative base was weak in several areas. Counselor qualification requirements were below the accepted standards set by most state certification boards. The counselor/client ratio was 1:1358, which was considered excessive. The available counselor time consisted of 25 minutes per client, which in practice was reduced to 10-15 minutes per client.

The literature revealed that TRANSITION doctrine described counseling as being rather self-limiting, as it was tied to the training options available in TRANSITION. This in effect simplified the counseling problem. TRANSITION goals were being met, but the writer questioned the goals as the expressed goals were not in harmony with the philosophy of the Department of Defense.

In actual practice, the guidance and counseling services fell short of the descriptive literature. The basic plans were sound and well

considered. However, the effect of the inadequacies of the administrative base prevented the effective full utilization of the services. This in turn had an adverse effect on the counseling process which operated, for all practical purposes, without the support of the guidance services.

The survey indicated that the counseling and guidance needs of the servicemen were being met to a marginal degree. Counselors vastly overrated the servicemen's level of educational/vocational choice. Seventy-three percent (N-100) were classified as having made a choice, while only 36 percent of the servicemen felt that they were ready to make a choice. Counselors classified four percent as having made no choice, while servicemen chose this category in 24 percent of the cases.

Counselor strategy followed the counselor's perception of the client's level of educational/vocational choice. The high Choice rate was matched with a high assignment rate. Clients expressed difficulty in making decisions in 22 percent of the cases, expressed a willingness to follow the counselor's advice in 57 percent of the cases, and expressed the fact that personal problems (48 percent) were making decisions difficult. Counselor strategy indicated that one percent of the sample needed counseling of a longer duration. No Choice servicemen were satisfied when assigned, considered the counselor an "authority figure" and a helping knod of person in the vast majority of the cases.

Overall, 70 percent of the sample (N=100) were satisfied with the service, 56 percent experienced a fully helpful counseling climate, and 70 percent indicated a desire for group guidance after the interview.