COST OF GUIDANCE SERVICES IN OHIO PUBLIC SECONDARY SCHOOLS.

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COST OF GUIDANCE SERVICES IN OHIO
PUBLIC SECONDARY SCHOOLS

DISSERTATION
Presented in Partial Fulfillment of the Requirements for
the Degree Doctor of Philosophy in the Graduate
School of The Ohio State University

By
Jerrold Dale Hopfengardner, B.S., M.Ed.

The Ohio State University
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Approved by
Nerman J. Peters
Adviser
Faculty of Special Services
College of Education
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VITA

June 21, 1932 . . Born - Dayton, Ohio

1950-1952 . . Bowling Green State University, Bowling Green, Ohio

1952-1956 . . United States Air Force

1957-1959 . . B.S., University of Dayton, Dayton, Ohio

1959-1963 . . Teacher and Counselor, Miamisburg High School, Miamisburg, Ohio


1963-1965 . . Counselor, Fairmont West High School, Kettering, Ohio

1965-1969 . . District Supervisor, Division of Guidance and Testing, Ohio Department of Education, Columbus, Ohio

1969-Present . . Assistant Professor of Education, Otterbein College, Westerville, Ohio

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FIELDS OF STUDY

Major Field: Guidance and Counseling

Studies in Guidance and Counseling. Professor Herman J. Peters

Studies in School Administration. Professor Hugh D. Laughlin

Studies in Vocational Education. Professors William B. Logan and Ralph J. Woodin
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CHAPTER I

INTRODUCTION

Until recently only a small number of people had expressed their vested interest in public education by participating on boards of education and special committees. The general public had been willing to provide financial support through self-imposed taxation and requested in return that the schools provide programs to meet the educational, social, and economic needs at both the National and local levels. During the past decade, however, the public has expressed interest in the educational institution more vehemently than at any time in history. Schools are being criticized for not offering programs that truly meet the needs of the public they serve. Concomitant with this charge of irrelevancy, the public is demanding more voice in shaping local and national educational programs. School board meetings are typically no longer attended only by the elected board members and school administrators who conduct their business in routine fashion. Public demand to be heard has resulted in many board meetings being attended by "standing room only" audiences of concerned people of the community.

A direct result of both public demand and educators' increased level of sophistication has been the enactment of legislation at the Federal level to support programs directed at meeting contemporary social needs. Among the Federal programs having the greatest impact during the
past fifteen years were the National Defense Education Act, Civil Rights Act, Vocational Education Act, Economic Opportunity Act, and the Elementary and Secondary Education Act. Innovative programs have been developed at the local level utilizing both monies and consultative services provided by these acts. Numerous states also have enacted legislation during this period to meet the unique needs in particular states.

The events in the period 1958-59 are considered by many to have made the greatest impact in the history of the guidance movement. Russia's successful launching of Sputnik I in 1958 created widespread concern among Americans regarding both the quality and scope of educational programs for equipping our youth with the technological know-how to enhance National security and to succeed in the space race with other world powers. The need was expressed that programs be initiated or improved for the purposes of identifying and educating youth possessing the interests and abilities to benefit from collegiate programs geared to provide the Nation its needed leadership in strengthening total national security. The United States Congress responded to this concern by passing the National Defense Education Act of 1958 which contained ten titles. Most pertinent to this discussion is Title V ("Guidance, Counseling, and Testing; Identification and Encouragement of Able Students"). Thus guidance was charged with the responsibility for identifying students deemed capable of contributing to the nation's security and competition in the space race, and significant funds were allocated to facilitate these goals. The need for guidance services generally had been recognized, however relatively few school districts allocated sufficient funds to support on-going programs. Thus
NDEA played the role of "priming the pump" to initiate and improve guidance programs across the nation.

It was felt that if school guidance programs were to provide leadership in identifying the nation's most able students the scope of these services must be expanded and their effectiveness improved. Title V-A of the National Defense Education Act was devoted to "State Programs". The initial appropriation was for $15 million for the fiscal year ending June 30, 1959, and for each of the three succeeding fiscal years, to state departments of education to assist them to establish and maintain programs of guidance, counseling, and testing throughout their states. Title V-B was devoted to "Counseling and Guidance Training Institutes". Its initial appropriation was for $6,250,000 for the fiscal year ending June 30, 1959, and $7,250,000 for each of the three succeeding fiscal years for guidance institutes at the college level (56:13-1h).

Federal monies allocated to Ohio's public schools under NDEA (V-A) were $203,428 in fiscal year 1959, and increased annually to its peak of $1,273,280 in 1967. However, the allocation decreased to $870,477 during the 1969 year. The total received by Ohio from V-A during the period 1959-1969 was $9,846,704.68 (59).

Title V, NDEA, is considered by many guidance authorities to be the single most significant influence to date upon the growth and development of the guidance movement. This legislation provided not only monies at the local level, but enabled the United States Office of Education and state departments of education to employ consultative personnel to assist the development and expansion of state and local programs. Hummel (28:217) reports that in 1948 but 18 percent of Ohio high schools employed guidance
workers. Frericks (18:ii) reports that the number of counselors employed in Ohio public schools increased from 1,898 in 1961 to 2,963 in 1969. The number employed at the secondary level in Ohio public schools during the 1969-70 year is reported to be 2,480 (18:ii). The impact of Title V-A upon Ohio schools is apparent by the fact that the number of counselor equivalents in Ohio's NDEA-participating school districts increased from 323 in 1958 to 1,724 in 1968. This resulted in a counselor/pupil ratio reduction of from 1/553 to 1/417. The number of standardized tests for which NDEA reimbursement was provided increased from 68,694 to 400,861 during the decade. The thirty-eight institutes sponsored during this period by Ohio counselor education institutions and reimbursed by Title V-B funds trained a total of 1,360 persons during this decade. Guidance was supported during the period through the receipt of $87,123,839 from state and local sources, plus $8,976,228 from NDEA, V-A (27:8). Also during this time the percentage of Ohio students enrolled in NDEA-participating schools increased from 26.6 percent in 1958-59 to 77.2 percent in 1968-69, and the percentage of students who were administered standardized tests reimbursed by NDEA increased from 41.4 to 96.7 percent (14). Although the above data do not reflect the entire State of Ohio picture, because they do not include information on those schools that did not participate in NDEA, it is apparent that the growth of guidance services was significant state-wide during that decade.

Problem

The development of school guidance programs during the past twelve years has had significantly positive affects upon the total
educational programs of schools throughout the nation. However this proliferation has generated concern among (a) educators who are being requested at an increasing rate to justify the expenditure of public monies, and (b) the public who is being asked to support escalating school districts' budgets. Thus, both educators and laymen are asking questions regarding the most judicious expenditure of funds for school guidance programs. Among the most frequently asked type of question is "How much does a guidance program cost, and what is the breakdown of component costs?"

Conspicuous by their absence are recent and valid studies conducted at the Federal, state and local levels regarding the cost of school guidance services. Peters and Shertzer (1964:455-6) succinctly describe this phenomenon:

The "how" and the "why" of the guidance process are described in many articles in the professional guidance journals, but there is a paucity of information as to the cost factor. Only one article on the subject has been printed in the Personnel and Guidance Journal during the period 1952-1967; only one in the Vocational Guidance Quarterly during this period; and none has appeared in the Journal of Counseling Psychology since its beginning. Yet the fact remains, "How much does it cost?" is one of the questions most frequently asked by administrators, school board members, and parents...

The purpose of this investigation was to ascertain the cost of guidance services during the 1968-69 academic year for a representative sample of Ohio public secondary schools. Attention was directed to pertinent references in the professional literature; data gathered from state departments of education; available data from studies conducted on Ohio high schools participating in the NDEA, Title V-A, program during the 1962-63 (49) and 1965-66 (26) years; and particularly upon data derived relative to the 1968-69 year.
Research Questions

The following questions were considered pertinent to this study and were answered:

1. What portion of the school districts' (considered as a group) expenditure per pupil was spent for guidance services? How did this percentage compare with (a) recommendations in the literature and (b) findings of other recent investigations?

2. What portions of total school districts' expenditures for guidance services were made for the following cost categories: (a) counselors' salaries, (b) clerical assistance, (c) testing, and (d) guidance materials?

3. What relationships existed between the cost of guidance services and the following variables: (a) school district enrollment (grades 7-12), (b) school millage per district, and (c) pupil/counselor ratio?

4. What quantitative differences existed between the NDEA and the non-NDEA districts regarding the fourteen variables identified in the "Cost Factors to Analyze" section in Chapter III?

5. What quantitative differences existed between the ten districts having the highest total cost per pupil in average daily membership and the ten districts having the lowest total cost per pupil in average daily membership?

6. What quantitative differences existed between the ten districts having the highest tax valuation per pupil and the ten districts having the lowest tax valuation per pupil?

7. What quantitative differences in categories of expenditures for guidance services existed among the five geographic areas of Ohio?
8. Did quantitative cost of guidance differences exist between those districts included in a 1965-66 year Ohio study (26) and the sixty-three NDEA districts identified in this study? What factors can be identified that positively or negatively affected the costs of local guidance programs during this three year period?

**Importance of the Study**

The unprecedented growth of guidance services during the past decade was discussed earlier in this chapter. The result of this growth is that guidance is touching the lives of more students each year. Related to this growth, and the necessary involvement of additional personnel and increased program costs, is the need for justification to the taxpayers regarding judicious use of public monies. The classic study, *Guidance in Ohio*, which reported the status of guidance in 1960-61, contains a statement pertinent to this investigation:

To achieve the goals of guidance, schools employ counselors who assist the student to better social, emotional, educational, and vocational adjustment and who help the teacher understand the child and his needs. This service is expensive and the quality and quantity of the program have almost a direct relationship to the amount of money spent for the counseling materials, and counseling facilities (45:60).

Recently published books in the field of guidance are well-represented on the shelves of both college libraries and practitioners' offices. However, because there exists an absence of new and valid data regarding guidance services' expenditures, authors of guidance textbooks must base discussions upon the results of the same few (and frequently outdated) studies. This need is most apparent to guidance practitioners who desire comparative data when developing guidance department budgets and when making plans for program development.
Two studies were conducted during the past seven years regarding the cost of guidance services in Ohio's public school districts that had participated in Title V-A, National Defense Education Act. Saltzman (49) studied the 379 NDEA-participating school districts during the 1962-63 year and Hopfengardner, Getson, and Saltzman (26) conducted a similar study of the 404 Ohio public school districts that participated in the NDEA program during the 1965-66 year. Thus the need was apparent to ascertain the present cost of guidance services for a representative sample of all Ohio public high schools, both NDEA-participating and non-NDEA participating districts.

Definitions

The following terms are defined as their meanings were intended throughout this study:

**Average Daily Membership**: ADM is generally calculated by adding (a) the total number of days attended by students during a specified period of time (b) to the total number of absent days during that time, and (c) dividing this total by the number of school days during that period of time. This figure is frequently used as an enrollment index for school districts.

**Certificated Counselor**: A person holding a valid school counselor's certificate. Pertinent certification criteria in the State of Ohio are: (a) possession of a provisional or higher-grade certificate valid for teaching in Ohio; (b) evidence of one year of successful experience in teaching, one cumulative year of gainful employment in a non-teaching position, and one additional year of experience in either
of the two above, or a combination of the two; and (c) a master's degree with a minimum of 20 semester hours with at least one graduate course in each of the following six areas of guidance: human growth and development, individual and group analysis, counseling, guidance information, and practicum (34:50-51).

**City School District:** A type of Ohio public school district whose territory coincides with or includes the corporate limits of a city (an incorporated area having a population of at least 5,000). (54:113.01) Each city school district is governed by its elected board of education.

**Clerical Salaries:** The contract amounts for secretarial time assigned to the guidance department during the 1968-69 year. These amounts are for the traditional nine month contracts, plus extended time if applicable. These data include the 11.4 percent (50) of each secretary's salary that the employing school district contributed to the State Employees' Retirement System fund during the 1968-69 year.

**Counselor Equivalent:** The portion of full-time that a person (or staff) is assigned to guidance services. For example, a school employing two full-time counselors would have a counselor equivalent of 2; a school employing one person on a full-time basis and one on a 25 percent basis would have a counselor equivalent of 1.25.

**Counselors' Salaries:** The contract amounts for guidance personnel for the 1968-69 year. These amounts are for a traditional nine month contract, plus extended time if applicable. These data include the 11.5 percent (55) of each counselor's salary that the employing school district contributed to the State Teachers' Retirement System of Ohio fund during the 1968-69 year.
Exempted Village School District: A type of Ohio public school district which contains within its boundaries: "(a) all of the territory lying within the corporate limits of a village having a population of 3,000 or more according to the last Federal census; or, (b) all of the territory lying within the corporate limits of a village having a population of 2,000 or more according to the last Federal census and a population outside of the corporate limits of the village, as determined by a census of the board, sufficient to make the total population 3,000 or more." Such a district is "exempt" from the supervision of the county board of education (54:13.04).

Guidance Materials Costs: Those materials used to supplement the guidance services of a school and are usually unique to the guidance department, however which are occasionally housed in the school library. Typical materials are college directories, occupational directories, subscription services, and reference books. Such materials were purchased during the 1968-69 year. Office equipment including desks, chairs, tables, and book cases were not included in this category.

Guidance Services: Operationally, those specialized duties generally considered to be primarily the role of school counselors with support from clerical workers and paraprofessionals assigned to the guidance department. These duties are understood to include educational and vocational guidance, group guidance, personal-social counseling, testing, placement, and follow-up functions.

Local School District: A type of Ohio public school district whose territorial boundaries usually coincide with township lines, but exclude any city, exempted village, or joint vocational school district
in that geographic area. Such districts are governed by their own boards of education and are typically autonomous, except for being subordinate to the county boards of education in certain matters of policy and finance (49:4).

**NDEA School District:** An Ohio public school district that applied for and was reimbursed by the Division of Guidance and Testing, Ohio Department of Education, for its guidance program during the 1968-69 year with funds made available from Title V-A, National Defense Education Act of 1958. Criteria for reimbursement are contained in Appendix A. These districts were referred to in this study as "NDEA districts".

**Non-Certificated Counselor:** A person working in guidance on a less than half-time basis who possesses a valid teaching certificate but not a school counselor's certificate. This person earned at least six semester hours in an approved counselor education program during the period September 1, 1967 to September 1, 1968.

**Non-NDEA School District:** An Ohio public school district that was not reimbursed (either because it did not submit an application or it did not meet the criteria contained in Appendix A) by the Division of Guidance and Testing, Ohio Department of Education, for its guidance program during the 1968-69 year with funds made available from Title V-A, National Defense Education Act of 1958. These districts are referred to in this study as "non-NDEA districts."

**Per Pupil Costs:** The computation of per pupil figures from expenditure data is obtained by dividing the total expenditure figure for guidance of a school district by the total enrollment in grades seven through twelve in that district.
Pupil/Counselor Ratio: The number of pupils specifically assigned to a counselor. This ratio is calculated by dividing the total pupil enrollment by the number of counselor equivalents assigned to that group of students. For example, the pupil/counselor ratio in a school having an enrollment of 1,000 and employing two counselors on a full-time basis would be 500/1.

School Tax Millage: The total school tax rate approved by the constituents of a particular school district for the local financial support of their public schools. Such a rate is indicated in terms of total mills that a school district's real property was taxed per $1,000 assessed valuation.

Secondary School: Grades seven through twelve in a public school district regardless of its organizational structure (6-3-3, 8-4, or 5-3-4) is considered to be a secondary school or the secondary level of a school district.

Testing Costs: The costs accrued by a school district for its standardized testing program in grades seven through twelve during the 1968-69 year. This could include cost of test booklets and answer sheets, scoring services, and reports.

Limitations

1. This study was limited to cost factors related to guidance services. No other variables which could affect the guidance programs' expenditures, such as program effectiveness and community expectations regarding the role of the program, were incorporated in this study. The
inclusion of other such variables would constitute dimensions beyond the scope of this study.

2. Cost data for NDEA districts were obtained from "Application(s) for Program Approval 1968-69 Reimbursement for Guidance and Counseling, NDEA Title V-A" approved by the Division of Guidance and Testing, Ohio Department of Education. Because these applications were submitted by August 1, 1968 they indicated anticipated expenditures. However, they were modified during the 1968-69 year when updated applications were submitted by school districts to the Division of Guidance and Testing. A comparison between these data and those reported on the notarized affidavits of expenditures at the conclusion of that school year revealed differences that were not considered to be significant, which was also the case in previous years.

3. All cost data and references to the literature were as recent as 1960 (copywrite or publication date) to the present. Economic inflation and the relative absence of valid indexes precluded utilizing data compiled prior to 1960. No cost of living indexes (national, state or local) were considered regarding cost data from related studies or in this investigation because of the absence of valid information and upon the recommendation of the Ohio Bureau of Employment Services.

4. This study included the cost of guidance services only in grades seven through twelve, which is typically considered to be the "secondary level". No cost data per grade level were studied because such were not available.

5. The cost factors included in this investigation were related to the operation of the schools' guidance departments and did not include
guidance services rendered by teachers and administrators as part of their specifically assigned duties.

6. The salary step, determined by experience and level of education, for each counselor was not identified. Salaries included in the study do reflect payment for extended time employed. Pertinent data on these topics are contained in theses by Boyd (3), Hagan (22), and Weathersby (58) and in a state-wide study conducted in Ohio (45).

7. The cost factors included in this investigation did not include those expenditures typically financed through the general operating and capital budgets of school districts. Those costs not included in this study were heating, lighting, custodial services, maintenance, plant depreciation, staff inservice programs, office furnishings and equipment, mailing, and telephone service.

8. Joint vocational schools were not included in the sample group of districts because they were considered atypical of Ohio secondary schools. It was felt that their guidance programs also were atypical. The thirty-five counselors employed by these schools constituted but approximately 1 percent of the total number employed state-wide at the secondary level (18:ii). Such specialized public schools as the Ohio State School for the Blind were not included because they also were considered to be atypical.

9. The data in this report reflect actual expenditures. School districts' intent above and beyond these data were not considered. If a district allocated funds for the employment of a counselor, but was unable to hire the person, such allocation was not reflected in that district's cost data.
All cost per pupil in average daily membership data were re-
ported district-wide for grades kindergarten through twelve. An extensive
survey revealed that no such data are recorded exclusively for the second-
ary level by the Auditor of the State of Ohio, or the Division of Com-
puter Services and Statistical Reports (Ohio Department of Education),
which are the only two known agencies that routinely collect related in-
formation.

Organization of the Remainder
of the Study

Chapter I has contained an introduction to this investigation, a
statement of the problem, research questions to be answered, a rationale
for the study, definitions of terms, and limitations. A review of the
literature related to the study is presented in Chapter II. The procedure
and methodology utilized in the investigation are described in Chapter
III. The findings are presented and discussed in Chapter IV, followed by
the summary, conclusions, and recommendations for further studies in
Chapter V.
CHAPTER II

REVIEW OF LITERATURE

This chapter presents a literature review of writing and research relating to the study of cost of guidance services in public secondary schools. The review consists of three major topical areas: (a) classification of cost factors; (b) recommended expenditure levels; and (c) research findings conducted by individuals and state departments of education regarding cost of guidance services. The reader is reminded of the limitations of this investigation contained in the previous chapter. The two most significant limitations related to this chapter are: (a) the study is limited to cost factors only; and (b) cost data and references to the literature are as recent as 1960 (copywrite or publication date) to the present.

Classification of Cost Factors

Hill (24:217) emphasizes that "what 'guidance' costs, depends, of course, on what we include in the definition." The following categories are typically utilized in the examination of cost of guidance: counselors' salaries (including retirement fund payments), secretarial time assigned to the guidance department (including retirement fund payments), testing costs, and guidance materials. The following classifications are less frequently cited because they are typically absorbed by the school's general operating fund, the administrative budget, or because they are
supported via a (Federally or State) funded program: in-service expenses, guidance department furnishings, consultative services, research projects, general overhead (including heating, lighting, custodial services, plant depreciation, and general maintenance), and service charges (typical costs for telephone service and postage).

The literature does express the consensus that a formal budget for the guidance department is consistent with both sound fiscal control and program planning, however, operationally, they are typically conspicuous by their absence (Hill 195:181). Hill (24:214-15) speaks to this need:

It is assumed . . . that a budgetary assignment for guidance services is desirable. Most experts in school finance and budgeting recommend that any identifiable function, with assigned staff and leadership, is best managed if a serious effort is made to determine its cost and to plan its expected future costs. This results in an honest identification of what such a service actually does expend from general school revenues; and it enables the leaders of the program to anticipate and plan their activities with assurance and with reasonable restraint.

**Recommended Expenditure Levels**

Authorities in the field of guidance recommend that the guidance program cost should fall within the range of from 3 to 6 percent of the total school district's operating budget. However, it should be emphasized that these are frequently "rule of thumb" estimates based upon little research and without consideration of varying cost of living indexes among geographic areas of the state and nation. The lack of uniformity in recording and reporting procedures also colors the picture.

Crow and Crow (9:234-35) base their recommendations upon a study conducted by the Iowa Department of Public Instruction of NDEA districts. It was found that 85 to 90 percent of the total cost of guidance services
(which amount was not reported) was attributed to counselors' salaries. Crow and Crow recommend that 15 to 20 percent of the remaining 15 percent should be allocated for clerical salaries, with the remainder for testing and materials.

Shertzer and Stone (52:398-99) indicate that "Current estimates (and they are just that) indicate that good guidance programs cost approximately thirty to forty dollars per pupil annually."

Hill (24:217-18) suggests that guidance services costs should range from three to five percent of total per pupil expenditures. He stresses, however, that:

Careful cost analysis and budgeting means little unless the most vigorous attention is given to proper definition of guidance functions and the protection of guidance personnel from assignment of duties which are not legitimately identifiable with guidance. This is the heart of a good guidance program and thus the foundation for effective budgeting.

Riccio and Quaranta (48:56) indicate that from 1.4 to 8 percent of the total educational costs should be allocated for guidance services at the secondary level. Brown (5) estimates that in the State of Nevada all pupil personnel services (including guidance, psychological, health, attendance, and social workers) should account for approximately 15 percent of the budget.

The following percents of the total yearly guidance budget are suggested by Hollis and Hollis (25:259): program administration (3-5), staff salaries and professional expenses (70-75), equipment and maintenance (3-5), materials and supplies (10-15), and miscellaneous (3-5).

Although not cost data per se, the pupil/counselor ratio does have significant implications for a study related to cost of guidance.
services. It could be generally stated that as pupil/counselor ratio decreases the cost of guidance services (counselors' salaries in particular) increases. The following recommendations are made regarding pupil/counselor ratio at the secondary school level by Hollis and Hollis: 300/1 (25:132); Wrenn: 300/1 (62:137); Kentucky State Department of Education: 300/1 (30:21); Ohio Department of Education: 300/1 (29:19); and Peters: a 100/1 (47:151) ratio in a unique "Pupil Behavioral System" model. The Ohio Minimum Standards for junior high schools (36:19) and high schools (37:21) both prescribe that the maximum ratio shall be 500/1 and will be reduced to 400/1 effective with the 1970-71 school year.

Research Findings on Cost of Guidance Services

Inquiries (see Appendix B) were directed to the forty-nine state departments of education (excluding Ohio), as well as the District of Columbia and the United States Office of Education, requesting appropriate data from their files. Responses pertinent to this investigation are found within this section of the chapter.

The most comprehensive study recently conducted was the now classic investigation by Warner (57) under the auspices of the United States Office of Education. This study considered data from 5,718 school districts throughout the nation enrolling 8,860,000 students at the secondary level during the 1960-61 year. Other data in this study are based upon NDEA-participating districts during the period 1962-64. Warner found the mean cost per pupil for secondary school guidance services to be $17.80, with one-fourth of the districts spending less than $10.60 and one-fourth more than $22.10 per pupil. The median expenditure for guidance services was
3.8 percent of the total current expenditure for education. One-fourth of the districts reported spending less than 2.6 and one-fourth more than 5.1 percent. The modal percent expended for guidance services in districts with an average daily membership of at least 10,000 was between 4 and 5 percent. This same level of expenditure was reported by districts with average daily membership between 6,000 and 9,999; however, the percentage dropped to 2 to 3 percent among districts with an ADM of from 150 to 5,999. Average counselor's salary in NDEA districts during the 1962-63 year ranged from $4,131 in Alabama to $9,574 in California. The per pupil cost for guidance services ranged from $5.20 in Mississippi to $32.33 in California, with the national mean being $17.26. The average per pupil expenditure for standardized testing in the United States during the 1963-64 year was approximately $.57. Pupil/counselor ratios ranged from 300/1 (Rhode Island) to 972/1 (Mississippi), with a national mean of 482/1.

A state-wide study of guidance services was conducted in Wisconsin during the 1966-67 year based upon 533 public junior and senior high schools (61:33; 23). The following cost factors are pertinent to this investigation. The guidance budget (state-wide) was 2.37 percent of the total school budget. The average cost, grades seven through twelve, was $24.38. Counselors' salaries ranged from $5,918 to $9,431, which accounted for 81 percent of the total cost of guidance (23: Chapter IV). Clerical salaries accounted for 8.7 percent of the total cost of guidance services. Standardized testing accounted for 3.6 percent of the total guidance services budget, which was $.36 per pupil. Guidance material
constituted 2.3 percent of the budget. The mean pupil/counselor ratio was 396/1 in grades seven through twelve.

Schreiner (51) conducted a cost analysis during the 1963-64 year of twenty-three public senior high schools in Montgomery County, Pennsylvania, having organized guidance programs. Comparisons were made between actual expenditures and expenditures considered to be optimum by the guidance directors. The following optimum/actual average expenditures per pupil were reported for counselors' salaries: $26.18/$21.85; clerical salaries: $2.45/$2.00; testing: $ .76/$ .74; equipment: $ .24/$ .12; pupils' planning materials: $ .18/$ .14; counselors' library materials: $ .18/$ .06; miscellaneous: $ .34/$ .29; and total cost per pupil: $30.22/$25.20. The optimum/actual pupil counselor ratios were reported to be 319/387 to 1, respectively. The following optimum/actual average individual services rendered by the seventy-four guidance personnel were working with individual pupils: $11.19/$10.43; working with teachers and staff: $1.86/$1.59; working with parents and community: $2.32/$2.29; testing: $ .57/$ .54; informational service: $ .90/$ .95; guidance administration and clerical work: $2.67/$4.11; research: $ .67/$ .37; professional growth and in-service resource person: $1.20/$1.14; and total: $21.38/$21.42. No direct relationship was found to exist between average daily membership of the schools and the amount of money expended for guidance services.

Gaskins (19; 20) conducted a study on expenditures for pupil personnel services by analyzing data from the 1965-66 year submitted by a sample of 107 school systems throughout the nation. Guidance was but one of the six services included in the study. The national mean cost
per pupil for guidance was found to be $12.77. Significant differences were found among geographic regions, ranging from $11 to $31 per pupil for all pupil personnel services. The mean expenditure for pupil personnel services comprised 4.2 percent of the total operational budget. A significant positive relationship was found to exist between the per pupil wealth of the school district and expenditures for pupil personnel services.

Costa (7) reports that, in Minnesota during 1959-60, sixty-four NDEA districts reported a range in per pupil expenditures for guidance from $13.88 to $38.37, with a mean of $22.88. The percent of the total educational expenditure attributed to guidance varied from 2.3 to 6.6 percent, with a mean of 4.6 percent.

Foster and Heinrich (15) report that the average cost of guidance programs in 199 Kansas NDEA schools in 1960-61 ranged from 3.6 percent of the total budget in schools with enrollments of fifty or less, to 1.0 percent in schools with enrollments over 1,000 students. Of the total educational expenditures, the percent of the cost for guidance was reported to be approximately one-half as great in schools with enrollments of more than 600 as it was in schools with less than 600 students. The guidance cost per pupil ranged from $34 in schools with enrollments of fifty or less, to $12 in schools with enrollments of over 1,000. A general negative relationship appeared to exist between enrollments and per pupil costs. Data on the Kansas NDEA secondary programs during the 1961-62 year revealed somewhat higher expenditures for guidance services. The percent of total expenditures consumed by guidance was not reported. Total
guidance costs per pupil ranged from $13 in schools enrolling over 600 to $40 for schools enrolling fewer than fifty-one students.

Mathewson (32:335-36) reports on a school budget analysis published by a suburban board of education in an Eastern metropolitan area. The per pupil cost for guidance was slightly less than 3 percent of the total per pupil expenditure for education. The per pupil expenditure for guidance services was not reported, however Mathewson postulates a pupil/counselor ratio of 250/1, and estimates per pupil expenditure for guidance services to be $60.

The California State Department of Education (6) reports on 151 NDEA districts during the 1963-64 year as having an average (secondary) pupil cost for guidance of $32.90. Counselors' and clerical salaries averaged $27.43 and $3.93 per pupil, respectively, which accounted for 95 percent of the total cost. The average district per pupil costs for guidance services ranged from $29.37 to $37.58.

Franks reports that Arkansas NDEA schools during the 1966-67 year employed 240 counselors and the mean total cost per pupil for guidance services was $11.30 (16). A similar type report was submitted for the 1968-69 year in which Franks states that 243 counselors were employed in 208 NDEA schools in 136 districts at an average salary of $6,946. The mean pupil/counselor ratio was 488/1. The average cost per pupil for guidance services was reported to be $16.31 (17).

The Department of Education, State of Mississippi, (4) reports that guidance budgets in that state range from "less than 1 percent to 8 percent of the school budget with a majority under 4 percent."
The following information was derived from data provided by the Department of Education, State of New Mexico, on state funds expended for guidance and counseling during the 1968-69 year (42). Ninety-one districts employed 219 counselors at a mean salary of $9,850. The mean counselor's and secretary's salaries per pupil were $17.83 and $1.11, respectively.

Pennell (44) reports the following relative to the sixty-nine NDEA secondary schools in Maine during the 1968-69 year. The state mean pupil/counselor ratio was 353/1 and the cost per pupil for guidance services was $32.04 (ranging from $30.23 among the eight districts having an ADM of 1,000 to 4,999 at the secondary level, to $41.51 among the fourteen districts having an ADM of fewer than 300 students at the secondary level).

The following data are derived from a report submitted by Smith (53) for schools in the Commonwealth of Pennsylvania. The mean cost per pupil for counselors' salaries among the 526 approved school districts (secondary-level programs) during the 1968-69 year was calculated by this investigator to be $21.10. The mean cost per pupil for clerical salaries was computed to be $2.23.

Anderson (1) reports in the "Annual Report of Federal Assistance Program" for the Utah State Board of Education that the expenditure per secondary level in non-NDEA districts during the 1967-68 year was $27.57. This was contrasted to $28.65 for the same year among that state's NDEA districts.

Zeran and Riccio (63:225-26) report on a study made in the Portland, Oregon Public Schools. Although the date of this study was not
indicated, it was reported that two high schools had per pupil costs of guidance of $15.50 and $16.12. The system-wide secondary level mean cost per pupil was $15.20.

Palm (43:169-72) conducted a study during the 1959-60 year of the cost of guidance services in six high schools in the Minneapolis-St. Paul area. He found that the mean cost per pupil was $24.93, which accounted for 5.3 percent of the total cost per pupil for education. The following breakdown, with percent of the total indicated in parentheses, was reported for counselors' salaries: $21.10 (81.9%), clerical salaries: $2.53 (10.1%), testing: $ .86 (3.4%), record forms and office equipment: $ .23 (0.9%), occupational and educational information: $ .15 (0.6%), counselors' library materials: $ .09 (0.3), and follow-up studies: $ .02 (0.1).

Moore (33) reports the following information collected by the Bureau of Guidance, State Education Department, New York. Based upon expenditures per pupil in daily attendance (excluding New York City) for the two school years 1965-67, the cost for guidance services was found to be 1.7 percent of the total general fund.

The Guidance and Counseling Services, Wisconsin Department of Public Instruction (60), reports that the 281 NDEA districts in that state during the 1967-68 year had an average pupil/counselor ratio of 416/1, average counselor's salary of $9,015, and the mean counselor's salary per pupil was $21.68. Average counselor's salaries were $23.61 in schools with ADM of 200-349, $20.74 in schools with ADM of 350-699, and $21.95 in schools with ADM of over 699 students.

The State of Hawaii (31) was the only state department of education to indicate utilization of "Planning, Programming, and Budgeting
System" (PPBS) analyses for a state-wide guidance program. That state's Office of Instructional Services has formulated a five-year financial output projection for guidance services.

Saltzman (49) conducted a study of the cost of guidance services of the 379 Ohio public school districts that participated in NDEA, V-A, during the 1962-63 year. This study embraced schools enrolling 55.7 percent of all Ohio public secondary school students that year. The following pupil/counselor ratios existed among local districts: 4:16/1; exempted village districts: 4:17/1; city districts: 4:24/1, and composite: 4:21/1. Certificated counselors' salaries ranged among local districts: $4,810-$10,666; exempted village districts: $4,777-$8,250; city districts: $4,850-$11,067; and composite: $7,101. The ranges for non-certificated counselors were local districts: $3,500-$8,833; exempted village districts: $4,600-$6,100; city districts: $4,050-$10,933; and composite: $6,315. Composite personnel costs per pupil (counselors' salaries: $18.24 and secretaries' salaries: $1.48) totaled $19.72. Composite materials costs per pupil were for testing: $ .60; materials: $ .27, and miscellaneous: $ .15; totaling $1.02. The mean total cost of guidance services per pupil was $20.74, which constituted 5.37 percent of the total school budget.

Hopfengardner, Getson, and Saltzman (26) conducted a cost study of the 404 Ohio NDEA districts enrolling 690,814 secondary students (approximately 72 percent of the state total) during the 1965-66 year. Findings from the study will be compared in Chapter IV with data from the 1968-69 NDEA districts included in the sample group for this investigation. However, it is appropriate to indicate the following findings.
from the 1965-66 study at this time. The mean cost per pupil for guidance services was 5.8 percent of the total cost per pupil in average daily membership. Counselor's salaries per pupil ($22.81) accounted for 90 percent of the total cost for guidance services per pupil of $25.40. The mean pupil/counselor ratio was 421.89/1. A positive relationship existed between (secondary level) district enrollment and cost per pupil for guidance services (e.g. $17.62 per pupil among districts enrolling 300 or less vs. $26.72 per pupil among districts enrolling more than 1,500).

The ratio of personnel to material cost for guidance was found to be twenty-eight to one.

Summary

Contributors to the literature are in accord that an on-going formal analysis of guidance services' costs is essential in the reporting and program planning phases of the administrative process. Relatively few valid studies on the topic were identified in the literature and only twelve of the fifty state departments of education provided data pertinent to this investigation. Five percent seems to be a rule of thumb "estimate" of the percent of a total school district's budget that should be allocated for the guidance program. However, because few studies have been conducted on this phenomenon, little up-to-date data are reflected in the literature. The relatively few state departments of education who responded to a letter of inquiry, typically report only superficial data (such as number of districts, enrollments, and cost per pupil for guidance services) and these data are based only on NDEA districts. Studies reflect wide ranges in various categories of cost data among
geographic regions nationally as well as within states. One study reported a state mean range of cost per pupil for guidance services of from $5.20 in one state to $32.33 in another state. The same ranges typically existed relative to pupil/counselor ratio and percentage of total budget allocated for guidance. Counselors' salaries are reported to comprise a very significant portion of the total cost per pupil (as high as 90 percent in one study). No apparent relationship existed between size of school and cost per pupil for guidance services.

Appendix C contains a summary (in chart format) of the data from studies reported on in this chapter.
CHAPTER III

PROCEDURES

Chapter III presents the procedures followed in this study. Included are selection and description of the sample, cost factors to analyze, sources of data, and treatment of the data.

Sample

This study is based upon a sample group comprised of 100 of the total of 648 (38) Ohio public school districts holding state charters during the 1968-69 year. Joint vocational school districts were excluded from this group. The composition of this group coincided with the proportionate representation of all city, exempted village, and local school districts as reported in the Ohio Educational Directory, 1968 (38). The following number of districts per classification were identified in the Directory by using a table of random numbers (2:512-15): twenty-six city, eight exempted village, and sixty-six local school districts. The identified districts enrolled a total of 135,922 in grades seven through twelve, which constituted approximately 11 percent (39:31) of students enrolled in Ohio's secondary programs during the 1968-69 year.

Sixty-three (11) of the identified districts participated during that year in the NDEA, Title V-A, program for local reimbursement of guidance and counseling programs administered by the Division of Guidance and Testing, Ohio Department of Education. Thirty-seven (11) districts
identified for the study did not participate in the NDEA program. Table 1 indicates the representation of the types of districts and Appendix D contains a listing of the school districts identified for this study.

It should be emphasized that not all sixty-three NDEA districts participated in the NDEA program at all levels. For example, a few did not participate at grades seven and eight because they did not meet the prescribed pupil/counselor ratio. However, data in this study do include grades seven through twelve guidance costs for all districts.

Classification by geographic location of the districts coincide with the five supervisory districts utilized by the Division of Guidance and Testing, Ohio Department of Education. This classification system was used because it is utilized by many practitioners in Ohio, numerous reports by the Division of Guidance and Testing follow it, and it represented an available and functional system to employ. Appendix D lists the geographic area in which each district is located and Appendix E contains a map identifying the five geographic areas.

Cost Factors to Analyze

Data on the following fifteen categories were collected for each of the school districts in the sample group and constituted the basic information for the study:

- Number of certificated counselors (persons)
- Number of non-certificated counselors (persons)
- Number of certificated counselor equivalents
- Number of non-certificated counselor equivalents
- Total salary for certificated counselors
<table>
<thead>
<tr>
<th>District Classifications</th>
<th>Total Districts in Ohio</th>
<th>Districts in Study Sample</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NDEA</td>
<td>Non-NDEA</td>
</tr>
<tr>
<td>City</td>
<td>145</td>
<td>21</td>
</tr>
<tr>
<td>Exempted Village</td>
<td>39</td>
<td>12</td>
</tr>
<tr>
<td>Local</td>
<td>287</td>
<td>144</td>
</tr>
<tr>
<td>Total</td>
<td>471</td>
<td>177</td>
</tr>
</tbody>
</table>
- Total salary for non-certificated counselors
- Total salary for clerical assistance
- Testing costs
- Guidance materials costs
- Miscellaneous costs
- School district enrollment (7-12)
- School district millage
- School district tax valuation per pupil
- Cost per pupil in average daily membership
- County in which district is primarily located

The sources from which the data for the above categories were received are identified in the following section. The twenty-eight variables generated from the above categories and description of the computer program for the study are described in the "Treatment of Data" section of this chapter. Numerous other categories were computed by hand to provide information pertinent to particular research questions.

Sources of Data

The basic cost of guidance data for the NDEA districts were obtained from approved applications for the reimbursement of guidance, counseling, and testing programs (NDEA, Title V-A) which are on file at the Division of Guidance and Testing, Ohio Department of Education. Basic data on the non-NDEA districts were obtained by a questionnaire mailed to each district's superintendent. A copy of this letter is contained in Appendix F. Data related to tax valuation per pupil, average daily membership, and school millage were obtained from Basic Financial
Data of Ohio School Districts: 1969 (39). Cost per pupil data were obtained from Costs Per Pupil in Average Daily Membership in Ohio's City, Exempted Village and County School Districts (10). Enrollment data were based upon the Ohio Educational Directory, 1968 (38).

Treatment of Data

The basic data collected on each of the 100 districts in the sample and identified in the "Cost Factors to Analyze" section of this chapter were punched on computer cards. The following data categories were established and were written in Fortran H programs:

1. Number Certificated Counselor Equivalents
2. Number Non-Certificated Counselor Equivalents
3. Total Number Counselor Equivalents
4. Total Salary Expenditure for Certificated Counselors
5. Total Salary Expenditure for Non-Certificated Counselors
6. Total Salary Expenditure for Counselors (4+5)
7. Total Salary Expenditure for Counselors Including Retirement (6 x .115)
8. Number Certificated Counselors (Persons)
9. Number Non-Certificated Counselors (Persons)
10. Total Number Counselors (8+9)
11. Total Clerical Salaries Including Retirement
12. Total Testing Cost
13. Total Guidance Materials Cost
14. Total Miscellaneous Cost
15. Total Cost of Guidance (7+11+12+13+14)
16. Total Secondary-Level District Enrollment
17. Certificated Counselors' Salaries (4+1)
18. Non-Certificated Counselors' Salaries (5+2)
19. Counselors' Adjusted Salaries (6+3)
20. Counselor Cost Per Pupil (7+16)
21. Clerical Cost Per Pupil (11+16)
22. Personnel Cost Per Pupil [(7+11)+16]
23. Testing Cost Per Pupil (12+16)
24. Guidance Materials Cost Per Pupil (13+16)
25. Miscellaneous Cost Per Pupil (14+16)
26. Materials Category Cost Per Pupil [(12+13+14)+16]
27. Total Guidance Cost Per Pupil (15+16)
28. Pupil/Counselor Ratio (16+3)

The following reports were then printed out:

1. Total report of all districts
2. Total report of NDEA districts
3. Total report of non-NDEA districts
4. Districts having "0" number certificated counselor equivalents
5. Districts having "0" number non-certificated counselor equivalents
6. Districts having < 2 counselors (persons)
7. Districts having > 2, but < 4 counselors (persons)
8. Districts having > 4, but < 7 counselors (persons)
9. Districts having > 7 counselors (persons)
10. Districts having <$15,000 total cost of guidance
11. Districts having > $15,000, but <$25,000 total cost of guidance
12. Districts having > $25,000, but <$35,000 total cost of guidance
13. Districts having > $35,000, but < $45,000 total cost of guidance
14. Districts having > $45,000, but < $55,000 total cost of guidance
15. Districts having > $55,000 total cost of guidance
16. Districts having < 16.00 total school millage
17. Districts having > 16.00, but < 22.5 total school millage
18. Districts having > 22.5, but < 27.1 total school millage
19. Districts having > 27.1, but < 33.6 total school millage
20. Districts having > 33.6 total school millage
21. Districts having < 380 pupil/counselor ratio
22. Districts having > 380, but < 405 pupil/counselor ratio
23. Districts having > 405, but < 430 pupil/counselor ratio
24. Districts having > 430 pupil/counselor ratio
25. Districts having < $9,000 tax valuation per pupil
26. Districts having > $9,000, but < $13,500 tax valuation per pupil
27. Districts having > $13,500, but < $18,000 tax valuation per pupil
28. Districts having > $18,000 tax valuation per pupil
29. Districts primarily located in counties in northwest section of Ohio
30. Districts primarily located in counties in northcentral section of Ohio
31. Districts primarily located in counties in northeastern section of Ohio
32. Districts primarily located in counties in southeastern section of Ohio
33. Districts primarily located in counties in southwestern section of Ohio
34. All city school districts
35. All exempted village school districts
36. All local school districts

Sums, means, and standard deviations were computed on each of the twenty-eight data categories for the thirty-six reports identified above. However, to facilitate the practicality of the analyses, only means will be analyzed in Chapter IV.

**Summary**

Chapter III presented a description of the procedures followed in this study. Included were selection and description and the sample, cost factors to analyze, sources of data, and treatment of the data.

A sample of 100 Ohio public school districts holding state charters during the 1968-69 year was selected at random. The composition of this group according to types of districts was as follows: twenty-six city, eight exempted village, and sixty-six local districts. The districts enrolled approximately 11 percent of the total number of students enrolled by Ohio schools (at the secondary level) during that year. Sixty-three of the districts participated in Title V-A, National Defense Education Act during the 1968-69 year.

The basic data collected on each of the districts were punched on computer cards and processed in programs written in Fortran H, yielding 28 data categories. Thirty-six reports were generated for the purpose of analysis.

Chapter IV will present the findings of the study.
CHAPTER IV

FINDINGS

The findings of the study are presented in this chapter. The data will be presented in the same order that the "Research Questions" were stated in Chapter I.

Research Question No. 1

What portion of the school districts' (considered as a group) expenditures per pupil were allocated for guidance services? How does this compare with: (a) recommendations in the literature, and (b) findings from other recent investigations?

The mean cost per pupil in average daily membership for the school districts in this study was found to be $572, ranging from an average of $555 among the local districts to $609 among the city districts. The reader is reminded that all cost per pupil in average daily membership data are reported district-wide for all levels (kindergarten through grade twelve). The state-wide average for all districts during the 1968-69 year was $608, ranging from $552 among local districts to $644 among city districts. The average among exempted village districts was $563 (10:8). The mean percent of total educational costs for guidance for all 100 districts in this study was found to be 4.8 percent. The percentage breakdowns according to type of district was city: 4.8%,
Table 2 indicates the proportion of cost per pupil in average daily membership expended for guidance services at the secondary level by the districts that participated in this study.

**TABLE 2**

**PROPORTION OF COST PER PUPIL IN ADM EXPENDED FOR GUIDANCE SERVICES**

<table>
<thead>
<tr>
<th>Type</th>
<th>Average Cost/Pupil in ADM</th>
<th>% of Total Cost for Guidance</th>
</tr>
</thead>
<tbody>
<tr>
<td>City</td>
<td>$609</td>
<td>4.84%</td>
</tr>
<tr>
<td>Exempted Village</td>
<td>595</td>
<td>4.81%</td>
</tr>
<tr>
<td>Local</td>
<td>555</td>
<td>4.30%</td>
</tr>
<tr>
<td>Mean</td>
<td>$572</td>
<td>4.80%</td>
</tr>
</tbody>
</table>

The following is the percentage breakdown of the mean total cost per pupil in ADM of $608.25 for the entire State of Ohio during the 1968-69 year: (a) **General Control**, including all expenses necessary for the central office administrative operation of a school system, was 3 percent; (b) **Instruction**, including administration, supervision, instruction, clerical assistance, and all instructional materials, comprised 70 percent of the total cost per pupil; (c) **Plant Operation** accounted for 10 percent; (d) **Plant Maintenance** was 3 percent; (e) **Attendance** and (f) **Health Services** both accounted for less than 1 percent; (g) **Transportation** was 3 percent; and (h) **Fixed Charges**, including deductions payable to teachers' and employees' retirement systems, taxes, and interest on current loans, comprised 11 percent of the total cost per pupil in ADM (10:37, Table 1).
The reader is reminded that authorities in the field suggest guidance services' costs should range from approximately 3 to 6 percent of the total school budget. However these are typically rule-of-thumb estimates because relatively few recent studies have been identified on this topic. Table 3 lists the recommended and/or actual percentages of total expenditures for guidance services which were identified by this investigator in Chapter II and in Appendix C.

<table>
<thead>
<tr>
<th>Source</th>
<th>Recommended</th>
<th>Actual</th>
<th>Date</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hill (24:217-218)</td>
<td>x</td>
<td>N/A</td>
<td></td>
<td>3-5</td>
</tr>
<tr>
<td>Riccio &amp; Quaranta (48:56)</td>
<td>x</td>
<td>N/A</td>
<td></td>
<td>1.4-8</td>
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<tr>
<td>Saltzman (49:22)</td>
<td>x</td>
<td>1962-63</td>
<td>5.4</td>
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<tr>
<td>Hopfengardner, et al (26:5)</td>
<td>x</td>
<td>1965-66</td>
<td>5.8</td>
<td></td>
</tr>
<tr>
<td>Moore (33)</td>
<td>x</td>
<td>1965-67</td>
<td>1.7</td>
<td></td>
</tr>
</tbody>
</table>

Authorities in the field generally suggest that the 3 to 6 percent level of the total cost of the school budget is necessary to support an effective guidance program. However relevant data on this topic are sparse. The only non-Ohio data identified was related to New York State (33), with the exception of New York City, where 1.7 percent was expended for guidance. Two recent Ohio studies of NDEA districts revealed guidance cost percentages of 5.4 (49:22) and 5.8 (26:5) for the 1962-63 and 1965-66 years, respectively. The findings from this report (Table 2) indicate a somewhat lower percentage of 4.8 percent. However, thirty-six
of the districts in this study were non-NDEA, and interpreting from Table 12 the reader is aware that such districts expended less per pupil for guidance than did NDEA districts. Thus, data from this investigation and previous Ohio studies cannot be compared totally. However, in Research Question No. 4, findings from the NDEA districts in this study will be compared with the two Ohio studies conducted in 1962-63 and 1965-66 which were identified above. The mean of 4.8 percent expended for guidance does seem, however, to coincide with both the recommended cost proportions and findings from comparable investigations.

Research Question No. 2

What portions of total school districts' expenditures for guidance services were made for the following cost categories: (a) counselors' salaries, (b) clerical assistance, (c) testing, and (d) guidance materials?

It was found that the total cost per pupil for guidance services among the 100 districts identified in the study was $27.49. The category of counselors' salaries constituted, by far, the most significant portion of expenditures. Costs in this category ($24.65) amounted to 90 percent of the total cost per pupil. The remaining 10 percent of expenditures was broken down as follows: clerical assistance (6), testing (3), and guidance materials (1). These proportionate expenditures generally coincide with recommendations and findings of investigators identified in Chapter II. Table 4 identifies guidance expenditures per pupil for the total group of districts in the study as well as by type of district (city, exempted village, and local). Total costs according to district
<table>
<thead>
<tr>
<th>Cost Factors</th>
<th>City Districts</th>
<th>E.V. Districts</th>
<th>Local Districts</th>
<th>Total Group</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$/Pupil %/Pupil</td>
<td>$/Pupil %/Pupil</td>
<td>$/Pupil %/Pupil</td>
<td>$/Pupil %/Pupil</td>
</tr>
<tr>
<td>Counselors' Salaries</td>
<td>$26.20 89%</td>
<td>$25.03 87%</td>
<td>$22.00 92%</td>
<td>$24.65 90%</td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>1.95 7</td>
<td>2.62 9</td>
<td>.90 4</td>
<td>1.64 6</td>
</tr>
<tr>
<td>Testing</td>
<td>1.02 3</td>
<td>.75 3</td>
<td>.52 2</td>
<td>.82 3</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>.27 1</td>
<td>.20 1</td>
<td>.31 1</td>
<td>.31 1</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>.03 0+</td>
<td>.02 0+</td>
<td>.14 1</td>
<td>.07 0+</td>
</tr>
<tr>
<td>Total</td>
<td>$29.47 100%</td>
<td>$28.62 100%</td>
<td>$23.87 100%</td>
<td>$27.49 100%</td>
</tr>
</tbody>
</table>
classification were cities: $29.47, exempted villages: $28.62, and locals: $23.87. Although the city districts expended an additional $5.60 per pupil for counselors' salaries than did the local districts, this category accounted for 92 percent of the locals' total cost per pupil for guidance as contrasted to 89 percent of the cities' cost. The group of city districts expended 7 percent ($1.95) of their total cost per pupil for clerical assistance. The exempted village districts spent 9 percent ($2.62) of their guidance monies per pupil for clerical assistance, while the local districts' cost amounted to 4 percent ($ .90) of the total. Proportionate expenditures among the types of districts for testing and guidance materials were relatively similar. The breakdown of guidance costs generally coincided with both the recommendations by authorities and research findings identified in Chapter II.

Research Question No. 3

What relationships existed between the cost of guidance services and the following variables: (a) school district enrollment (grades seven through twelve), (b) school millage per district, and (c) pupil/counselor ratio?

School District Enrollment
(grades seven through twelve)

The 100 districts in the group identified for this study enrolled a total of 135,922 students (38) in grades seven through twelve, which comprised approximately 11 percent of the number of students enrolled in public schools state-wide. Quantitative differences existed between the ten districts in the study enrolling the least number of students at the
secondary level and the ten enrolling the greatest number. The former
group of districts' enrollments ranged from 153 to 350 students and were
all classified as "local" districts. The latter group's enrollments
ranged from 3,139 to 23,080, representing eight city and two local dis-
tricts. The total cost per pupil for guidance services was found to be
$21.27 among the smallest districts and $27.64 among the largest. Ex-
penditures per pupil for both counselors' and clerical salaries were
greater among the largest districts: $24.92 and $1.79 as contrasted to
$19.27 and $.79 for the largest and smallest, respectively. However
the smaller districts expended (as a group) $0.32 more per pupil for
guidance materials than did the larger districts. Approximately the
same amounts were spent per pupil for the testing programs. In spite of
the above indicated differences, the percentages that each group expended
for the categories of guidance costs were relatively similar. However,
in terms of actual costs, the fact that the ten districts enrolling the
greatest number of students expended an average of $6.37 more per pupil
than did the smaller districts, must be considered as being important.
Two pertinent factors which should be considered relative to these find-
ings are: (a) the salary schedules for larger school districts are
typically higher than for smaller ones—thus attributing to the higher
amounts expended per pupil for personnel (counselors and clerical assist-
ance); and (b) because the quality factor was not considered in this
study, there is no way of determining the cost/quality relationship. In
spite of the evident relationship between enrollment and expenditure per
pupil in this investigation, it is interesting to note that the data for
the ten largest districts were quite similar to the means for the total
<table>
<thead>
<tr>
<th>Cost Categories</th>
<th>10 Districts With Largest Enroll.</th>
<th>10 Districts With Smallest Enroll.</th>
<th>Total Sample</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$/Pupil</td>
<td>%/Pupil</td>
<td>$/Pupil</td>
</tr>
<tr>
<td>Counselors' Salaries</td>
<td>$24.92</td>
<td>90%</td>
<td>$19.27</td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>1.79</td>
<td>7</td>
<td>.79</td>
</tr>
<tr>
<td>Testing</td>
<td>.61</td>
<td>2</td>
<td>.58</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>.27</td>
<td>1</td>
<td>.59</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>.05</td>
<td>0+</td>
<td>.04</td>
</tr>
<tr>
<td>Total</td>
<td>$27.64</td>
<td>100%</td>
<td>$21.27</td>
</tr>
</tbody>
</table>
group of districts. The total expenditure per pupil for the ten largest districts was but $ .15 greater than the mean for the total group of 100 districts. Table 5 contains these findings.

**School Millage Per District**

The average district school millage for the 100 districts in this study was 30.07 mills as compared with 29.97 mills for all Ohio public school districts during the 1968-69 year (39:6). The following mean millages in this study were found to be for cities: 28.94, exempted villages: 33.49, and locals 30.10. The following differentials were found according to types of districts in this study and state-wide. City districts (state-wide) had a mean of 1.93 mills higher than city districts in this study, however exempted village districts in this study had a mean of 3.94 mills higher than those state-wide, and locals in this study had a mean of .43 mills higher than state-wide. Table 6 reports millage for districts in this study and state-wide.

**TABLE 6**

**SCHOOL MILLAGE FOR DISTRICTS IN STUDY AND ALL OHIO DISTRICTS**

<table>
<thead>
<tr>
<th>Type District</th>
<th>This Study</th>
<th>State-wide*</th>
</tr>
</thead>
<tbody>
<tr>
<td>City</td>
<td>28.94</td>
<td>30.87</td>
</tr>
<tr>
<td>Exempted Village</td>
<td>33.49</td>
<td>29.55</td>
</tr>
<tr>
<td>Local</td>
<td>30.10</td>
<td>29.67</td>
</tr>
<tr>
<td>Mean</td>
<td>30.07</td>
<td>29.97</td>
</tr>
</tbody>
</table>

*(39:6)*
Costs per pupil for guidance services were computed for the ten districts in the study having the highest school millage and for the ten with the lowest millage. The range for the districts with the highest millage was from 40.00 to 53.70, with a mean of 44.67 mills. The range for the districts with the lowest millage was from 11.21 to 23.10, with a mean of 21.00 mills. It was found that the total cost per pupil for guidance services among the ten districts having the highest millage was $25.85, as contrasted to $23.57 for those districts with the lowest millage and $27.49 for all districts in the study. Thus, the difference in means between the highest and lowest groups was $2.28 per pupil. However, it is interesting to note that the ten districts having the highest millage expended an average of $1.61 less per pupil than the mean for the total group. It might be concluded that a negative relationship existed between the amount of millage for the ten districts having the greatest amount of millage and cost per pupil for guidance, while a positive relationship existed between the amount of millage for those districts having the lowest millage and cost per pupil for guidance. Table 7 lists cost per pupil data for the highest and lowest groups as well as for all districts in the sample.

No general relationship existed between millage and costs per pupil for guidance among all districts in the study. It was found that the districts levying from 16.00 to 22.50 mills had a mean cost per pupil of $21.47. This figure decreased to $20.68 among districts levying from 22.60 to 27.10 mills. The group having the highest cost per pupil, $30.94, was comprised of those districts levying from 27.20 to 33.60 mills. The twenty-four districts levying more than 33.60 mills had a cost per pupil
### TABLE 7
GUIDANCE EXPENDITURES PER PUPIL FOR 10 DISTRICTS HAVING HIGHEST AND LOWEST SCHOOL MILLAGE, AND TOTAL GROUP

<table>
<thead>
<tr>
<th>Cost Categories</th>
<th>Highest Distr.</th>
<th>Lowest Distr.</th>
<th>Total Group</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$/Pupil</td>
<td>%/Pupil</td>
<td>$/Pupil</td>
</tr>
<tr>
<td>Counselors' Salaries</td>
<td>$21.75</td>
<td>84%</td>
<td>$20.89</td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>2.72</td>
<td>10</td>
<td>1.31</td>
</tr>
<tr>
<td>Testing</td>
<td>.98</td>
<td>4</td>
<td>.85</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>.38</td>
<td>2</td>
<td>.27</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>.02</td>
<td>0+</td>
<td>.25</td>
</tr>
<tr>
<td>Total</td>
<td>$25.85</td>
<td>100%</td>
<td>$23.57</td>
</tr>
</tbody>
</table>
of $25.87. These costs are compared with the mean for the total sample of $27.49. Table 8 indicates guidance expenditures for districts per millage ranges and for the total group.

Pupil/Counselor Ratio

This index is one of the most commonly employed criteria for judging the quality of a school guidance program. This is not to necessarily imply that there is universally a negative relationship between the quantity of the ratio and the quality of the guidance program. However, other variables being equal, it is reasonable to anticipate that when viewing two schools—one having a ratio of, for example 1/350, and the other a ratio of 1/550, the counselors in the former school will have fewer students in their charge than will their counterparts in the latter school, and will therefore presumably have more time to devote to each student. The ratios recommended by authorities are identified in Chapter II, however, those most pertinent to this discussion are contained in the Minimum Standards for Ohio Junior High Schools (36) and Minimum Standards for Ohio High Schools (37). Both standards prescribe that the pupil/counselor ratio presently shall be a maximum of 500/1 and it will be reduced to 400/1 effective the 1970-71 school year (36:19; 37:21). It should be noted that these are minimum standards and hopefully all schools would strive to surpass these criteria.

The mean pupil/counselor ratio for all districts in the study was 446/1. Table 9 indicates the mean ratios according to types of districts.

The mean total costs per pupil for guidance services were found for the ratio ranges having less than 380/1: $41.50; 381-405/1: $30.05;
<table>
<thead>
<tr>
<th>Cost Categories</th>
<th>Mills</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>16.00 - 22.50 (N=6)</td>
</tr>
<tr>
<td>Pupil</td>
<td>$18.78 87%</td>
</tr>
<tr>
<td>Salaries</td>
<td></td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>1.58 7</td>
</tr>
<tr>
<td>Testing</td>
<td>.55 3</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>.24 1</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>.32 2</td>
</tr>
<tr>
<td>Total</td>
<td>$21.47 100%</td>
</tr>
</tbody>
</table>
TABLE 9
MEAN PUPIL/COUNSELOR RATIOS

<table>
<thead>
<tr>
<th>Type of District</th>
<th>Mean Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>City</td>
<td>434/1</td>
</tr>
<tr>
<td>Exempted Village</td>
<td>428/1</td>
</tr>
<tr>
<td>Local</td>
<td>519/1</td>
</tr>
<tr>
<td>Mean</td>
<td>446/1</td>
</tr>
</tbody>
</table>

406-430/1: $28.06; 431-500/1: $22.81; over 500/1: $15.48; and the total group mean: $27.49. No appreciable quantitative differences appeared among the ratio range groups' proportionate expenditures per cost categories (counselors' salaries, clerical assistance, testing, and guidance materials). However, the fact that a negative relationship existed between quantity of ratio and total mean per pupil expenditures for guidance must be recognized. The group of districts (N=28) having a ratio of less than 380/1 expended $26.02 more per pupil than the group of districts (N=40) having a ratio exceeding 500/1. In fact this difference was $10.54 more than the total mean expenditure per pupil for the latter group. It should also be emphasized that the 40 districts having the ratio exceeding 500/1 did not meet the Minimum Standards prescribed by the Ohio Department of Education and the criteria for participation in NDEA, Title V-A. However, as indicated in "Sample" section in Chapter III, these districts could have partially participated in NDEA if they qualified at a particular level.

Another important factor to consider is the percent of cost per pupil in average daily membership expended for guidance by the two groups
of districts. The ten districts having a ratio of less than 380/1 expended 6.27 percent of their total cost per pupil in average daily membership for guidance services. This figure is contrasted to but .03 percent for those districts having a ratio exceeding 500/1.

The guidance expenditures for districts per pupil/counselor ratio ranges are identified in Table 10. It is evident from these data that as ratio is reduced, guidance costs per pupil increase.

Research Question No. 4

What quantitative differences existed between NDEA and non-NDEA districts regarding the variables identified in the "Cost Factors to Analyze" section of Chapter III?

Sixty-three percent (N=63) of the districts included in the study participated in the NDEA, Title V-A, program for reimbursement of local guidance programs during the 1968-69 year. Thirty-seven percent (N=37) of the districts did not participate in this program. Table 1 indicates the representation of the types of districts and Appendix D contains a listing of the districts included in this study.

The mean total cost per pupil for guidance services was $29.19 for the NDEA districts and $20.61 for the non-NDEA districts. These totals are compared with the mean total of $27.49 for all districts in the study (see Table 12). Although the NDEA districts expended a mean of $8.58 per pupil more than the non-NDEA districts, the two groups' proportionate expenditures per cost category were quite similar. These percentage expenditures also approximated those for the total group of districts in the study. However, in terms of actual dollar figures, it is
<table>
<thead>
<tr>
<th>Categories</th>
<th>Less Than 380 (N=28)</th>
<th>381 - 405 (N=13)</th>
<th>406 - 430 (N=5)</th>
<th>431 - 500 (N=14)</th>
<th>Over 500 (N=40)</th>
<th>Total Group (N=100)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Counselors' Salaries</td>
<td>$36.44 88%</td>
<td>$27.53 92%</td>
<td>$24.12 86%</td>
<td>$20.62 90%</td>
<td>$14.08 91%</td>
<td>$24.65 90%</td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>3.04 7</td>
<td>1.40 5</td>
<td>2.91 10</td>
<td>1.06 5</td>
<td>.70 5</td>
<td>1.64 6</td>
</tr>
<tr>
<td>Testing</td>
<td>1.52 4</td>
<td>.76 2</td>
<td>.70 3</td>
<td>.71 3</td>
<td>.39 2</td>
<td>.82 3</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>.39 1</td>
<td>.35 1</td>
<td>.20 1</td>
<td>.35 2</td>
<td>.25 2</td>
<td>.31 1</td>
</tr>
<tr>
<td>Misc.</td>
<td>.11 0+</td>
<td>.01 0+</td>
<td>.13 0+</td>
<td>.07 0+</td>
<td>.06 0+</td>
<td>.07 0+</td>
</tr>
<tr>
<td>Total</td>
<td>$41.50 100%</td>
<td>$30.05 100%</td>
<td>$28.06 100%</td>
<td>$22.81 100%</td>
<td>$15.48 100%</td>
<td>$27.49 100%</td>
</tr>
</tbody>
</table>
important to note that appreciably more money was allocated and spent per pupil for those students enrolled in NDEA districts than in non-NDEA districts.

The NDEA districts did meet the criteria for reimbursement eligibility outlined in Appendix A, the most significant being a maximum pupil/counselor ratio of 500/1 and certification or evidence of progress toward certification by the personnel employed by the districts at the secondary level. Thus, these districts did meet at least minimum guidance standards. NDEA districts received a seemingly insignificant reimbursement of $200 for each counselor equivalent and 50 percent of a portion of their standardized testing program (see Appendix A). However, using the Dayton City School District as an example of the impact of NDEA funding, it should be noted that that district was reimbursed $11,710 for guidance personnel and $3,994 for testing for the 1968-69 year (11).

The non-NDEA districts did not participate, either because they chose not to apply for reimbursement, or did apply but failed to qualify. If pupil/counselor ratio is deemed to be one quality measure of a guidance program— and it is considered so by many authorities, then the following data are significant. The mean pupil/counselor ratio among the NDEA districts was 476/1 as contrasted to 615/1 for the non-NDEA districts.

The mean tax valuation per pupil for the NDEA group was $15,590 as compared with $15,138 for the non-NDEA group (see Table 13). Tax valuation per pupil represents, for the purposes of this study, an index of the potential financial resources available to a school district. Because of this "potential" factor, direct comparisons cannot be drawn between tax valuation per pupil and guidance expenditures per pupil.
However, in an attempt to determine what proportion of the school districts' financial resources were expended for guidance, the following relationships were found. The mean percent expended per pupil by the NDEA districts was .0019 of their mean tax valuation per pupil. The proportion for the non-NDEA districts was .0014. Thus, the relationship between tax valuation per pupil and guidance expenditures per pupil was slightly higher for the NDEA than for the non-NDEA districts.

It is interesting to note that the mean costs per pupil in average daily membership for NDEA and non-NDEA districts were similar. The means were $578 and $562 for the NDEA and non-NDEA districts, respectively. The mean for all districts in the study was $572, which was contrasted to $608 for all Ohio school districts. It is evident from Table 11 that, in terms of group means, no great differential regarding educational expenses, existed between the NDEA and non-NDEA districts.

Thus, realizing that effective educational programs do cost money, the following data must be considered to be significant. The mean personnel category (counselors' salaries and clerical assistance) differential cost per pupil was $8.18 more for NDEA districts than for the non-NDEA districts, and the mean materials category (testing, materials, and miscellaneous) differential favored the same group by $ .40. Table 12 indicates cost per pupil expenditures among NDEA, non-NDEA, and all districts in this study.

Mean costs per pupil in ADM were similar for NDEA and non-NDEA districts (a $16 per pupil differential). From these data (Table 11), one could imply that both groups of districts expended approximately the same amount for total educational purposes. A similar pattern of
<table>
<thead>
<tr>
<th></th>
<th>City Districts</th>
<th>E.V. Districts</th>
<th>Local Districts</th>
<th>Means</th>
</tr>
</thead>
<tbody>
<tr>
<td>NDEA Districts (N=63)</td>
<td>$616</td>
<td>$572</td>
<td>$561</td>
<td>$578</td>
</tr>
<tr>
<td>Non-NDEA Districts (N=37)</td>
<td>593</td>
<td>667</td>
<td>546</td>
<td>562</td>
</tr>
<tr>
<td>Mean - This Study (N=100)</td>
<td>$609</td>
<td>$595</td>
<td>$555</td>
<td>$572</td>
</tr>
<tr>
<td>State-wide (N=648)*</td>
<td>$644</td>
<td>$563</td>
<td>$552</td>
<td>$608</td>
</tr>
</tbody>
</table>

*(10:8)*
TABLE 12
COST PER PUPIL EXPENDITURES FOR GUIDANCE AMONG
NDEA AND NON-NDEA DISTRICTS,
AND TOTAL GROUP

<table>
<thead>
<tr>
<th>Cost Categories</th>
<th>NDEA District (N=63)</th>
<th>Non-NDEA District (N=37)</th>
<th>Total Group (N=100)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$/Pupil   %/Pupil</td>
<td>$/Pupil    %/Pupil</td>
<td>$/Pupil   %/Pupil</td>
</tr>
<tr>
<td>Counselors' Salaries</td>
<td>$26.13    90%</td>
<td>$18.66     91%</td>
<td>$24.65     90%</td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>1.78      6</td>
<td>1.07       5</td>
<td>1.64       6</td>
</tr>
<tr>
<td>Testing</td>
<td>.92       3</td>
<td>.43        2</td>
<td>.82        3</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>.32       1</td>
<td>.27        1</td>
<td>.31        1</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>.04       0+</td>
<td>.18        1</td>
<td>.07        0+</td>
</tr>
<tr>
<td>Total</td>
<td>$29.19    100%</td>
<td>$20.61     100%</td>
<td>$27.49     100%</td>
</tr>
</tbody>
</table>
expenditures was evident when considering guidance costs per pupil. The NDEA districts as a group expended $8.58 more per pupil for guidance services than did the non-NDEA districts. The NDEA districts also had a somewhat higher level of financial resources for supporting public education. The district mean tax valuation per pupil was $1.52 more for the NDEA than for the non-NDEA districts. The district mean level of millage was 5.65 mills higher for the NDEA (32.16 mills) than for the non-NDEA districts (26.51 mills). In terms of the percentage of total educational costs per pupil in ADM ascribed to guidance, it was found that the percentage was 5.05 for the NDEA districts as a group as contrasted to 3.67 percent for the non-NDEA group. Thus, the NDEA group not only had greater financial resources for supporting public education, and as a group had a higher mean level of self-imposed taxation, but expended a greater portion of its educational dollar for guidance services than did the group of non-NDEA districts. Table 13 contains this information.

The following might be concluded from the findings relative to this research question:

1. The NDEA districts had a mean pupil/counselor ratio much lower and more desirable than did the non-NDEA districts.

2. The NDEA districts (as a group) expended a higher proportion of their "potential" financial resources (based on tax valuation per pupil) for guidance services than did the non-NDEA districts.

3. The NDEA districts (as a group) expended a higher percentage of their total educational costs per pupil in average daily membership for guidance services than did the non-NDEA districts.
<table>
<thead>
<tr>
<th></th>
<th>Tax Valuation</th>
<th>Cost Per Pupil, ADM</th>
<th>% of Total Cost for Guidance</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Per Pupil</td>
<td>Millage</td>
<td></td>
</tr>
<tr>
<td>NDEA Districts</td>
<td>$15,590</td>
<td>32.16</td>
<td>$578</td>
</tr>
<tr>
<td>Non-NDEA Districts</td>
<td>15,138</td>
<td>26.51</td>
<td>562</td>
</tr>
<tr>
<td>Mean</td>
<td>$15,500</td>
<td>30.07</td>
<td>$572</td>
</tr>
</tbody>
</table>
Research Question No. 5

What quantitative differences existed between the ten districts having the highest total cost per pupil in average daily membership and the ten districts having the lowest total cost per pupil in average daily membership?

The mean cost per pupil in average daily membership (ADM) for districts in this study was $572 as contrasted to $608 for all Ohio districts during the 1968-69 year (10:8). The following means for types of districts in this study were city: $609, exempted village: $595, and local: $555. Table 14 lists these data as well as information for all districts in the state.

TABLE 14
COST PER PUPIL IN ADM FOR TOTAL GROUP AND STATE-WIDE

<table>
<thead>
<tr>
<th>Type District</th>
<th>Average Cost/Pupil, ADM Total Group</th>
<th>State-wide*</th>
</tr>
</thead>
<tbody>
<tr>
<td>City</td>
<td>$609</td>
<td>$614</td>
</tr>
<tr>
<td>Exempted Village</td>
<td>595</td>
<td>563</td>
</tr>
<tr>
<td>Local</td>
<td>555</td>
<td>552</td>
</tr>
<tr>
<td>Mean</td>
<td>$572</td>
<td>$608</td>
</tr>
</tbody>
</table>

*(10:8)*

The ten districts in this study having the highest cost per pupil in ADM were compared with the ten districts having the lowest ADM to ascertain whether quantitative differences existed between these two groups regarding expenditures for guidance. The range among the high group was $707 to $970, and $420 to $475 for the low group. The means
for the high and low groups were $821 and $450 respectively. The high group expended a mean total of $35.45 per pupil for guidance services, while $13.75 was the mean total for the low group. The high group expended (proportionately) 3 percent more for both counselors’ salaries and clerical assistance (89 vs. 86 percent and 8 vs. 5 percent respectively) than did the low group, however the latter districts expended 4 percent more (6 vs. 2 percent) proportionately of their total cost of guidance than the high group for testing. The proportion of the total cost per pupil in ADM expended for guidance was 4.3 percent for the high group and 3.1 percent for the low group.

Thus, the ten districts in the study having the highest cost per pupil in ADM expended (as a group) an additional 1.2 percent of their total educational costs for guidance services than did the ten districts having the lowest cost per pupil in ADM. The significant facts in terms of guidance program administration are that the high group exceeded the low group by the following amounts for counselors’ salaries: $19.49, clerical assistance: $2.14, testing: $.08, and guidance materials: $.04. It is interesting to note that the low group expended more per pupil for testing ($.76) than for clerical assistance ($.73), which was not the case for the high or total groups. This would lead this investigator to believe that testing was given a higher priority than clerical assistance to the counselors, thus requiring the professional staff to perform many clerical tasks which would then decrease the amount of time available for professional guidance-related services. In summary, those districts expending the most (as a group) for their total educational program, spent almost three times as great an amount for guidance services
<table>
<thead>
<tr>
<th>Cost Categories</th>
<th>10 Distrs. Highest Cost/Pupil, ADM</th>
<th>10 Distrs. Lowest Cost/Pupil, ADM</th>
<th>Total Group</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$/Pupil</td>
<td>%/Pupil</td>
<td>$/Pupil</td>
</tr>
<tr>
<td>Counselors' Salaries</td>
<td>$31.36</td>
<td>89%</td>
<td>$11.87</td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>2.87</td>
<td>8</td>
<td>.73</td>
</tr>
<tr>
<td>Testing</td>
<td>.84</td>
<td>2</td>
<td>.76</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>.35</td>
<td>1</td>
<td>.31</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>.03</td>
<td>0+</td>
<td>.08</td>
</tr>
<tr>
<td>Total</td>
<td>$35.45</td>
<td>100%</td>
<td>$13.75</td>
</tr>
</tbody>
</table>
as did the low districts; and the former group also spent proportionately more of its total cost of education for guidance than did the low group. Table 15 lists guidance costs for the high and low groups as well as for all districts in the study.

Research Question No. 6

What quantitative differences existed between the ten districts having the highest tax valuation per pupil and the ten districts having the lowest tax valuation per pupil?

The mean district tax valuation per pupil for the 100 districts in this study was $13,972 as compared with $15,414 for all Ohio public school districts during the 1968-69 year (39:31). Table 16 contains the data for districts by classification that participated in the study.

| TABLE 16 |
| TAX VALUATION PER PUPIL - TOTAL GROUP |
| (N=100) |

<table>
<thead>
<tr>
<th>Type</th>
<th>Tax Valuation Per Pupil</th>
</tr>
</thead>
<tbody>
<tr>
<td>City</td>
<td>$17,970</td>
</tr>
<tr>
<td>Exempted Village</td>
<td>14,081</td>
</tr>
<tr>
<td>Local</td>
<td>12,384</td>
</tr>
<tr>
<td>Mean</td>
<td>$13,972</td>
</tr>
</tbody>
</table>

Guidance services' costs were computed for the ten districts in the study having the highest and lowest tax valuations per pupil. The former group's tax valuations per pupil ranged from $21,224 to $78,331 with a mean of $32,865; and the latter group's range was $5,023 to $7,542,
with a mean of $6,458. The mean total cost per pupil for guidance services for the high group was $49.61 as contrasted to $20.39 for the low group. The proportion of total education cost per pupil in average daily membership for guidance for the high group was 4.28 percent, and 6.25 percent for the low group. The expenditure differential per pupil between the two groups is evident. However in spite of the overwhelming differential of financial resources (tax valuation per pupil) available to the two groups, the less affluent districts expended proportionately more of their monies for guidance than did the group representing the ten districts in the study having the highest tax valuation per pupil. The ten districts having the lowest tax valuation per pupil appeared to have expenditures regarding cost category percentages similar to those of the total sample. Positive relationships existed between both the highest and lowest groups, and costs per pupil for guidance services. The ten districts having the highest tax valuation per pupil expended approximately two and one-half times the amount of the low group. Thus the inequality of educational opportunities within the State of Ohio is evident when considering the significant differential between the two groups of districts having the highest and lowest amounts of tax valuation per pupil, which is one of the most universally recognized indexes of the financial resources available to public education. This inequality is evident when considering the guidance expenditures for the ten districts having the highest and lowest tax valuations per pupil. Table 17 reflects guidance expenditures for these two groups as well as data for the total group in this study.
<table>
<thead>
<tr>
<th>Cost Categories</th>
<th>Highest Distrs.</th>
<th></th>
<th>Lowest Distrs.</th>
<th></th>
<th>Total Group</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$/Pupil</td>
<td>%/Pupil</td>
<td>$/Pupil</td>
<td>%/Pupil</td>
<td>$/Pupil</td>
<td>%/Pupil</td>
</tr>
<tr>
<td>Counselors' Salaries</td>
<td>$38.48</td>
<td>78%</td>
<td>$18.40</td>
<td>90%</td>
<td>$24.65</td>
<td>90%</td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>4.15</td>
<td>8%</td>
<td>.84</td>
<td>4%</td>
<td>1.64</td>
<td>6%</td>
</tr>
<tr>
<td>Testing</td>
<td>4.00</td>
<td>8%</td>
<td>.55</td>
<td>3%</td>
<td>.82</td>
<td>3%</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>1.59</td>
<td>3%</td>
<td>.38</td>
<td>2%</td>
<td>.31</td>
<td>1%</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>1.39</td>
<td>3%</td>
<td>.22</td>
<td>1%</td>
<td>.07</td>
<td>0+</td>
</tr>
<tr>
<td>Total</td>
<td>$49.61</td>
<td>100%</td>
<td>$20.39</td>
<td>100%</td>
<td>$27.49</td>
<td>100%</td>
</tr>
</tbody>
</table>
Research Question No. 7

What quantitative differences in categories of expenditures for guidance services existed among the five geographic areas of Ohio?

Classification by geographic location of the districts coincide with the five supervisory districts utilized by the Division of Guidance and Testing, Ohio Department of Education. This classification was adopted for this study because it is followed by many practitioners in the State, it coincided with numerous reports by the Division of Guidance and Testing, and it represented an available and functional system to employ. Appendix D identifies the area in which each district is located and Appendix E contains a map indicating the five geographic areas.

It is recognized that certain socio-economic factors affect the attitudes of the public regarding the goals and financing of public education, as well as the financial resources available in each of the geographic areas and the actual expenditures for educational purposes. However, as indicated in Chapter I, only actual expenditures for guidance services were considered in this study.

It was found that a wide range of expenses according to the five cost categories prevailed among the five geographic areas of Ohio. Mean counselors' salaries ranged from $17.10 per pupil in the southeast district to $29.88 in the northcentral, with the state mean of participating districts being $24.65. Even though the southeast area expended the least amount per pupil for counselors' salaries, the 93 percent proportion that this expenditure was of the total cost per pupil for guidance services placed that district, together with northwest, as the two expending the highest percentage of the total cost per pupil for counselors'
salaries. Northeast area's percentage of 87 was the lowest. The state mean for the proportion of total cost expended for counselors' salaries was 90 percent.

The mean costs for clerical assistance to guidance ranged from $ .41 per pupil in the southeast area to $3.17 in northcentral, with the state mean of participating districts being $1.64. It is interesting that only one of the geographic areas, northcentral, exceeded the total group mean. However, it should be noted that the northcentral area represented more districts (N=26) than any other geographic area. Because that area's mean cost for clerical assistance per district of $3.17 exceeded the second highest area's mean (i.e. southwest) by $2.12, the mean for the total group was somewhat deceiving if given but cursory attention. The same illusion was evident when considering the areas' percent of their total cost of guidance for which clerical assistance accounted. The southeast area expended 2 percent of its total cost of guidance for this category while the northcentral's proportion was 9 percent. The mean for the total group was 6 percent which was 2 percent higher than the second highest area in terms of proportion of total guidance costs expended for clerical assistance.

The areas' means for testing costs per pupil ranged from $ .45 in northwest to $1.78 in northeast, with the total group mean being $ .82. The northeast area's districts expended a mean of 7 percent of their total cost of guidance for testing, while the next highest areas (southeast and southwest) expended but 3 percent on this category. Three percent level was found to be the total group mean expenditure for testing in relation to the total cost per pupil for guidance.
Expenditures for guidance materials were relatively consistent among the five geographic areas. Mean costs per pupil ranged from $0.21 in northwest to $0.37 in southeast, with a total group mean cost of $0.31. The southeast area's expenditure was 2 percent of its total cost for guidance, while all other areas and the total group had mean expenditure proportions of 1 percent for guidance materials.

The total costs per pupil by geographic areas ranged from $18.50 in southeast to $34.09 in northcentral. Another way of looking at this relatively wide range is to indicate that the southeast mean was $8.99 less than the total group mean of $27.49, and northcentral's mean exceeded the total group mean by $6.60 per pupil. Table 18 indicates guidance expenditures per pupil by geographic areas.

The spread of total costs per pupil for guidance services among the five geographic areas of Ohio was $15.59. However, in an attempt to place these data in proper perspective, the variables of financial resources (tax valuation per pupil), self-imposed taxation for public education (school millage), and total cost of education (cost per pupil in ADM) for the five geographic areas should be analyzed.

The mean tax valuation per pupil among the areas ranged from $11,588 in southeast to $17,256 in northcentral, with the total group mean being $15,550. Mean area millage ranged from 25.62 in southeast to 33.75 in northcentral, with the total group mean of 30.07. Area means of costs per pupil in average daily membership ranged from $516 in southeast to $613 in northcentral, with a total group mean of $572. Table 19 contains this information.
### TABLE 18
GUIDANCE EXPENDITURES PER PUPIL BY GEOGRAPHIC AREAS

<table>
<thead>
<tr>
<th>Categories</th>
<th>Northwest (N=20)</th>
<th>Northcentral (N=26)</th>
<th>Northeast (N=21)</th>
<th>Southeast (N=16)</th>
<th>Southwest (N=17)</th>
<th>Total (N=100)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cost</td>
<td>Pupil</td>
<td>Pupil</td>
<td>Pupil</td>
<td>Pupil</td>
<td>Pupil</td>
<td>Pupil</td>
</tr>
<tr>
<td><strong>Counselors' Salaries</strong></td>
<td>$24.21 93%</td>
<td>$29.88 88%</td>
<td>$20.83 87%</td>
<td>$17.10 93%</td>
<td>$23.95 92%</td>
<td>$24.65 90%</td>
</tr>
<tr>
<td><strong>Clerical Assistance</strong></td>
<td>1.04 4%</td>
<td>3.17 9%</td>
<td>1.02 4%</td>
<td>.41 2%</td>
<td>1.05 4%</td>
<td>1.64 6%</td>
</tr>
<tr>
<td><strong>Testing</strong></td>
<td>.45 2%</td>
<td>.62 2%</td>
<td>1.78 7%</td>
<td>.60 3%</td>
<td>.68 3%</td>
<td>.82 3%</td>
</tr>
<tr>
<td><strong>Guidance Materials</strong></td>
<td>.21 1%</td>
<td>.34 1%</td>
<td>.28 1%</td>
<td>.37 2%</td>
<td>.33 1%</td>
<td>.31 1%</td>
</tr>
<tr>
<td><strong>Misc.</strong></td>
<td>.11 0%</td>
<td>.08 0%</td>
<td>.12 1%</td>
<td>.02 0%</td>
<td>.03 0%</td>
<td>.07 0%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$26.02 100%</td>
<td>$34.09 100%</td>
<td>$24.03 100%</td>
<td>$18.50 100%</td>
<td>$26.04 100%</td>
<td>$27.49 100%</td>
</tr>
</tbody>
</table>
TABLE 19
TAX VALUATION PER PUPIL, MILLAGE, AND COST PER PUPIL IN ADM FOR GEOGRAPHIC AREAS

<table>
<thead>
<tr>
<th>Geographic Areas</th>
<th>Tax Valuation Per Pupil</th>
<th>Millage</th>
<th>Cost Per Pupil, ADM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Northcentral</td>
<td>$17,256</td>
<td>33.75</td>
<td>$613</td>
</tr>
<tr>
<td>Northwest</td>
<td>14,933</td>
<td>29.82</td>
<td>579</td>
</tr>
<tr>
<td>Northeast</td>
<td>15,191</td>
<td>29.71</td>
<td>576</td>
</tr>
<tr>
<td>Southwest</td>
<td>15,259</td>
<td>29.11</td>
<td>547</td>
</tr>
<tr>
<td>Southeast</td>
<td>11,588</td>
<td>25.62</td>
<td>516</td>
</tr>
<tr>
<td>Mean</td>
<td>$15,500</td>
<td>30.07</td>
<td>$572</td>
</tr>
</tbody>
</table>

A meaningful way of analyzing total costs per pupil for guidance services would be to consider the percent of each geographic area's mean cost per pupil in average daily membership that was expended for guidance on a per pupil basis. This would provide some means of comparing each of the geographic areas in terms of the proportion of their total educational costs allocated for guidance. This proportion ranged from 3.58 percent in southeast to 5.56 percent in northcentral. The mean for the total group was 4.80 percent. Thus, the geographic area that expended the least amount per pupil for guidance services, southeast, also allocated the smallest percentage of its total education costs for guidance. Conversely, the area that spent the greatest amount per pupil for guidance, northcentral, also allocated the greatest percentage of its total education costs for guidance. Table 20 indicates these data.

Thus, it is apparent that a wide range existed among the five geographic areas of Ohio regarding: (a) financial resources for supporting public education; (b) the levels of self-imposed taxation for
TABLE 20

PERCENTAGES OF TOTAL COST OF EDUCATION FOR GUIDANCE PER GEOGRAPHIC AREAS

<table>
<thead>
<tr>
<th>Geographic Areas</th>
<th>Cost Per Pupil, ADM</th>
<th>Cost Per Pupil, Guid.</th>
<th>% of Total Cost for Guidance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Northcentral</td>
<td>$613</td>
<td>$34.09</td>
<td>5.56%</td>
</tr>
<tr>
<td>Northwest</td>
<td>579</td>
<td>26.02</td>
<td>4.49</td>
</tr>
<tr>
<td>Northeast</td>
<td>576</td>
<td>24.03</td>
<td>4.17</td>
</tr>
<tr>
<td>Southwest</td>
<td>547</td>
<td>26.04</td>
<td>4.76</td>
</tr>
<tr>
<td>Southeast</td>
<td>516</td>
<td>18.50</td>
<td>3.58</td>
</tr>
<tr>
<td>Mean</td>
<td>$572</td>
<td>$27.49</td>
<td>4.80%</td>
</tr>
</tbody>
</table>

supporting education; (c) actual expenditures per pupil for education; and (d) total costs per pupil for guidance services. However, the most revealing conclusion was that the geographic area (northcentral) that was highest among the group in all four of the above identified categories, was also highest in terms of the proportion of the total cost of education expended for guidance services. In other words, that area, not only had greater financial resources and public desire to support education, but supported guidance services to a (relatively) greater extent than the other four geographic areas.

It is also interesting to note the range of pupil/counselor ratios among the five geographic areas. Area ratios ranged from a high of 595/1 in southeast to a low of 388/1 in northcentral. The total group mean was 446/1. It should be mentioned that both southeast and northeast (509/1) as groups exceeded the State's Minimum Standards pupil/counselor ratio of 500/1. Thus, the northcentral area, which lead the other areas
in all other indexes, also had the lowest pupil/counselor ratio. Table 21 indicates areas' mean pupil/counselor ratios.

**TABLE 21**

**MEAN PUPIL/COUNSELOR RATIOS FOR GEOGRAPHIC AREAS**

<table>
<thead>
<tr>
<th>Geographic Areas</th>
<th>Mean Pupil/ Counselor Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Northcentral</td>
<td>388/1</td>
</tr>
<tr>
<td>Northwest</td>
<td>430/1</td>
</tr>
<tr>
<td>Northeast</td>
<td>509/1</td>
</tr>
<tr>
<td>Southwest</td>
<td>456/1</td>
</tr>
<tr>
<td>Southeast</td>
<td>595/1</td>
</tr>
<tr>
<td><strong>Mean</strong></td>
<td><strong>446/1</strong></td>
</tr>
</tbody>
</table>

**Research Question No. 8**

Did quantitative cost of guidance differences exist between those districts included in a 1965-66 year Ohio study (26) and the sixty-three NDEA districts identified in this current study? What factors can be identified that positively or negatively affected the costs of local guidance programs during this three year period?

The latter part of this question will be considered initially in an attempt to provide a meaningful framework in which to analyze actual cost factors. Appropriate departments and divisions of the Ohio Education Association and the Ohio Department of Education were consulted regarding factors that possibly affected the cost of local guidance programs during the three year period between the 1965-66 Ohio study (26) and the data contained in this investigation from the 1968-69 year. Significant
factors were identified as falling within three categories: (a) State Minimum Standards, (b) State legislation affecting financial aid to guidance services in local school districts, and (c) Federal legislation affecting financial aid to guidance services in local school districts. General analyses will be made of these three categories in the above indicated order.

a. State Minimum Standards seemingly affected the cost of local guidance programs in an indirect manner. It has been stated in this investigation that pupil/counselor ratio is one generally accepted criterion for measuring the effectiveness of a guidance program. State certification of guidance personnel is another frequently used criterion for determining the quality of a guidance specialist as well as the total program. No cost factors are directly related to these two types of standards, however it is apparent that a positive relationship exists between the level of such standards and the costs of providing services that meet these standards. As the pupil/counselor ratio is reduced, additional counselor equivalents are needed to provide services to the same number of students. The costs of counselors' salaries, clerical assistance, and facilities will then necessarily be increased—assuming that the additional staff and facilities are comparable to those being supplemented. Minimum standards are, as the name implies, minimum criteria identified by a state board of education for the chartering of schools in that state. The state department of education is then charged with the responsibility of "enforcing" the standards.

Ohio high schools holding State charters during the 1965-66 year were governed by the Minimum Standards for Ohio High Schools: 1957 (35).
Standard VI pertained to guidance. No reference was made to the pupil/counselor ratio that a school must have maintained. These standards prescribed that persons devoting more than half-time to guidance duties must have possessed a school counselor's certificate or have been assigned guidance duties on a more-than-half-time basis for a period of five years. The following standard pertained to non-certificated counselors. "Beginning with the school year 1960-61, persons devoting less than half-time to the guidance program shall have, as a minimum, six semester hours credit in professional guidance courses." (35: Standard VI) No minimum standards existed for junior high schools (grades 7-9) during the 1965-66 year.

Criteria for reimbursement for local guidance programs during the 1965-66 year with funds from the National Defense Education Act of 1958, Title V-A, were clearly defined regarding both pupil/counselor ratio and qualifications of guidance workers. Thus, all 404 districts contained in the 1965-66 Ohio study (26) met the following criteria regarding ratio and certification in order to qualify for NDEA reimbursement. The pupil/counselor ratio could not have exceeded 500/1. A person must have possessed a school counselor's certificate in order to work half-time or more as a school counselor, or have been working on a more-than-half-time basis every year since 1953 (12).

Minimum standards for both Ohio junior and senior high schools holding State charters during the 1968-69 year became effective July 1, 1968. The standards are identical for both levels of junior and senior high schools regarding pupil/counselor ratio and certification. They prescribe that each school shall provide a pupil/counselor ratio not
exceeding 500/1 and a school enrolling 500 or more students shall have at least one certificated counselor (36: Standard EDb-403-OhI; 37: Standard EDb-405-OhG). The following pertains to certification:

The Pupil Personnel Service Certificate for school counselors shall be required of persons devoting half-time or more to the guidance program...However, persons who have been assigned more than half-time to guidance services for five or more years prior to 1958 and have demonstrated ability to give satisfactory service may continue to serve in this capacity. (36: Standard EDb-403-OhI; 37: Standard EDb-405-OhG)

The sixty-three NDEA districts in this study met the following criteria (13) regarding ratio and certification which equaled or exceeded the State Minimum Standards identified above. The pupil/counselor ratio must not have exceeded 500/1. Persons working as school counselors half-time or more must have possessed a school counselor's certificate or have been working on a more-than-half-time basis every year since 1953. Non-certificated counselors must have earned at least six semester hours in professional guidance courses prior to working less-than-half-time as a counselor and must have earned at least six semester hours during the period September 1, 1967 to September 1, 1968 (see Appendix A).

Thus, criteria regarding ratio and certification for NDEA participation were not modified during the three year period 1965 to 1968. The ratio for NDEA districts during the 1965-66 year was 421.89/1 (26:4) as compared with 423.64/1 for the districts during the 1968-69 year. This represented an increase of 1.75 in mean ratios. State Minimum Standards have generally exerted a positive influence upon public education, however this is not evident among NDEA districts which initially met higher level criteria than State standards to qualify for Federal reimbursement.
Thus, Ohio's Minimum Standards seemingly had a positive affect upon the scope of public secondary school guidance programs during the period 1965-68. However these affects occurred in an indirect manner because the cost of guidance variables studied in this investigation were based upon school districts that initially met criteria higher than minimum State standards. It is commonly recognized that State standards and Title V-A (NDEA) criteria for guidance services reimbursement mutually affect each other. That is to say that one is considered when altering the criteria contained in the other. Also, it should be recognized that the same agency, the Division of Guidance and Testing of the Ohio Department of Education, sets the criteria (contingent upon the U. S. Office of Education approval) in the "State Plan" for eligibility for guidance services reimbursement through NDEA, V-A. The Division of Guidance and Testing is also closely consulted by the Division of Elementary and Secondary Education (Ohio Department of Education) before submitting the guidance sections in the State Minimum Standards to the Ohio Board of Education for approval. Thus, a common thread regarding both philosophy and minimum operational levels of guidance services runs through Ohio's Minimum Standards and criteria for reimbursement through NDEA, V-A. Because of an elevation of quality criteria in both Ohio Minimum Standards as well as reimbursement criteria for NDEA, V-A, additional monies were needed to meet higher program levels. It is recognized that both the NDEA-participating districts in the 1965-66 Ohio study as well as those in this investigation met the same reimbursement criteria. However, it is thought that improved State Minimum Standards indirectly affected cost of NDEA programs during the 1968-69 year by providing higher certification
requirements for Ohio school counselors and by prescribing for the first time a maximum pupil/counselor ratio. Although these criteria did not positively affect the mean ratio among the NDEA districts, the certification level of counselors working in NDEA schools was elevated during this three year period. Seventy-nine percent of the counselors employed by districts included in the 1965-66 Ohio study were certificated (26:14), as contrasted to 90 percent of the counselors in NDEA districts included in this investigation. This increase of 11 percent of counselors holding certificates over the three year period could be attributed to such factors as the continued emergence of the school counseling field as a profession, the acceptance of the specialty by local school districts, and the enactment of the Minimum Standards for junior and senior high schools in 1968.

b. The State of Ohio provided aid for local guidance and testing services in the amounts of $313,288 and $300,000 for the 1965-66 and 1968-69 years respectively (11). These monies were provided by the State School Foundation Program and were distributed to local schools together with NDEA (V-A) funds. This was the only financial assistance that local school districts received as categorical aid from the State of Ohio for their guidance programs during the two school years identified above. However, a significant source of financial aid to local guidance programs was received indirectly from the State School Foundation Program. This program has not directly supported guidance services because there has not been a guidance unit contained in the formula. However, guidance has been somewhat supported by the program in the following manner. The total number of teachers ("Units") for which a school district can be reimbursed
is determined by its enrollment plus support for such special units as vocational and slow learning. School districts typically employ a greater number of teachers than can be reimbursed through the unit calculation on the Foundation Program. Teachers, including school counselors, possessing a master's degree receive the highest level of support and those not possessing the bachelor's degree receive the lowest level of unit support. In the attempt to receive the greatest amount of foundation support, school districts typically fill their unit quotas by listing teachers in descending order according to formal educational levels. That is, those possessing master's degrees are listed first and, if unit quotas permit, less-than bachelor's degree persons are listed last.

Because two primary prerequisites to certification as a school counselor in the State of Ohio are: (a) a teaching certificate and (b) a master's degree, counselors are typically listed at the top of the reimbursement form on the Foundation Program. Thus, school counselors in Ohio are supported by the State School Foundation Program as classroom teachers—not as counselors. As will be indicated below, the amount of this reimbursement is appreciable.

The provisions for State support calculations in the State School Foundation Program for the 1965-66 year were prescribed in Amended Substitute House Bill No. 950, which became effective August 16, 1965 (40). The level of program support was greatly increased by the provisions contained in Amended Substitute Senate Bill 350, which became effective August 16, 1967 (41). Basic support in the form of minimum salary for teachers possessing a master's degree was increased from $5,100 (40:7) to $5,500 (41:22) annually. Support for persons having the equivalent
of five years collegiate education but not the master's degree increased from $4,900 (40:7) to $5,200 (41:22) annually. Table 22 indicates State support calculations during the 1965-66 and 1968-69 years for certificated employees possessing the master's degree and those with five years collegiate education.

**TABLE 22**

STATE SCHOOL FOUNDATION SUPPORT FOR CERTIFICATED EMPLOYEES DURING 1965-66 AND 1968-69 YEARS

<table>
<thead>
<tr>
<th>Formal Education</th>
<th>1965-66 Year*</th>
<th>1968-69 Year#</th>
<th>Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Master's Degree</td>
<td>$5,100</td>
<td>$5,500</td>
<td>$400</td>
</tr>
<tr>
<td>5 Yrs. W/O Masters</td>
<td>$4,900</td>
<td>$5,200</td>
<td>$300</td>
</tr>
</tbody>
</table>

*(40:7)* *(#41:22)*

It is apparent that the increased levels of support provided by Senate Bill 350 contributed significantly to counselors' salaries throughout the State of Ohio. The minimum salary schedule prescribed in the legislation (see Table 23) required local school districts to provide salary schedules that at least met these minimum levels. Also, a higher level of support from the State enabled local school districts to provide higher salary schedules to their employees. Thus, the State of Ohio provided a higher level of "general aid" to local guidance programs during the 1968-69 year than during the 1965-66 year. This generally had a positive affect upon financing local programs and also contributed to the increased cost of guidance programs, when contrasting the 1965-66 and 1968-69 year cost data.
### TABLE 23

**MINIMUM SALARIES PRESCRIBED BY SENATE BILL 350**

<table>
<thead>
<tr>
<th>Years Service</th>
<th>Master's Degree</th>
<th>5 Yrs. W/O Master's Degree</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>$5,500*</td>
<td>$5,200*</td>
</tr>
<tr>
<td>1</td>
<td>5,750</td>
<td>5,425</td>
</tr>
<tr>
<td>2</td>
<td>6,000</td>
<td>5,650</td>
</tr>
<tr>
<td>3</td>
<td>6,250</td>
<td>5,875</td>
</tr>
<tr>
<td>4</td>
<td>6,500</td>
<td>6,100</td>
</tr>
<tr>
<td>5</td>
<td>6,750</td>
<td>6,325</td>
</tr>
<tr>
<td>6</td>
<td>7,000</td>
<td>6,550</td>
</tr>
<tr>
<td>7</td>
<td>7,250</td>
<td>6,775</td>
</tr>
<tr>
<td>8</td>
<td>7,500</td>
<td>7,000</td>
</tr>
<tr>
<td>9</td>
<td>7,750</td>
<td>7,225</td>
</tr>
<tr>
<td>10</td>
<td>8,000</td>
<td>7,450</td>
</tr>
<tr>
<td>11</td>
<td>8,250</td>
<td>7,675</td>
</tr>
<tr>
<td>12 and more</td>
<td>8,500</td>
<td>-</td>
</tr>
</tbody>
</table>

*Exclusive of retirement and sick leave reimbursements required by State law to be provided by employing school district. From (41:20)*

c. The contributions of NDEA, V-A, to guidance in Ohio were described in this chapter as well as in Chapter I. As was indicated in Chapter I, the amount of NDEA, V-A, monies received by Ohio increased from $203,428 in the fiscal year 1959, to its peak of $1,273,280 in 1967, before decreasing to $870,477 in 1969. Approximately one-third of these amounts were retained for the operation of the Division of Guidance and Testing, Ohio Department of Education, and the remainder was distributed to local school districts (59). This pattern was reflected in the
counselor equivalent reimbursement rate to Ohio schools for counselors with NDEA, V-A funds during the 1965-66 and 1968-69 years. The counselor equivalent reimbursement was necessarily decreased from $900 in 1965-66 to $200 in 1968-69 because of the above identified reduction in Ohio's share of NDEA, V-A, funds from fiscal year 1966 to 1969 (11). Conversely, the total amount of NDEA, V-A, reimbursement for testing increased from $177,592 in 1965-66 to $244,577 in 1968-69 (11), representing an increase of $66,985 over the three year period. It should be noted however that these testing costs include reimbursements for both elementary and secondary-level testing because the Division of Guidance and Testing does not maintain testing reimbursement data according to grade levels.

Financial aid to NDEA school districts from sources external to those districts during the period 1965-66 to 1968-69 was increased (indirectly) as the result of provisions in the State School Foundation Program that became effective August 16, 1967 (41). However, due to the reduction in monies received by Ohio from NDEA, V-A, during this period, the reimbursement rates to local districts for counselors and testing were greatly reduced during the three year period. Table 24 contains pertinent data regarding this topic.

Prerequisite to analyzing guidance services' costs for NDEA districts during the two school years 1965-66 and 1968-69 is the consideration of basic data regarding the financial resources of the districts studied, as well as the levels of guidance expenditures in relation to total educational costs. It was suggested previously in this chapter that the following factors are basic to analyzing cost data: (a) school district's financial resources (tax valuation per pupil); (b) the level
TABLE 24

NDEA (V-A) TOTAL RECEIPTS, COUNSELOR EQUIVALENT REIMBURSEMENT RATES, AND TOTAL TESTING REIMBURSEMENT FOR OHIO 1965-66 AND 1968-69

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total NDEA, V-A, Received</td>
<td>$1,261,244</td>
<td>$870,477</td>
<td>-$390,767</td>
</tr>
<tr>
<td>Counselor Equivalent Reimbursement</td>
<td>900</td>
<td>200</td>
<td>- 700</td>
</tr>
<tr>
<td>Total NDEA Reimbursement (1-12), Testing</td>
<td>177,592</td>
<td>244,577</td>
<td>+ 66,985</td>
</tr>
</tbody>
</table>

of self-imposed taxation by a district to locally support public education (district millage); (c) the actual mean cost for educating a student per school year in the district (cost per pupil in average daily membership); and (d) the proportion of the total cost of education allocated for guidance services (percent of total cost per pupil in average daily membership for guidance services).

The following data for NDEA districts for the two school years 1965-66 and 1968-69 were computed. The mean district tax valuation per pupil increased $857 (from $11,733 during 1965-66 to $15,590 during 1968-69) for this three year period. The mean district millage increased 5.88 mills (from 26.28 to 32.16 mills) during this time. The mean district cost per pupil in average daily membership increased from $433 in 1965-66 to $578 in 1968-69, representing a district mean increase of $145 per pupil. However, in spite of these increases in financial resources, millage levels, and actual costs per pupil, the percent levels of total cost per pupil for guidance services decreased by .73 percent.
Thus, a proportionately smaller amount of the educational dollar was expended for guidance services in the NDEA districts during the 1968-69 year than during the 1965-66 year. Table 25 contains these data. Although not directly related, it is interesting to note that the mean pupil/counselor ratio for NDEA districts increased from 421.89/1 to 423.64/1. This represented a mean ratio increase of 1.75/1 when comparing 1965-66 and 1968-69 data.

The guidance cost categories utilized throughout this investigation were analyzed for quantitative differences evident for NDEA districts for the two school years 1965-66 and 1968-69. The data for the 1965-66 year was obtained from the previous study (26) and reported in Chapter II. The following quantitative differences were found. The mean counselors' salaries per pupil increased $3.32 (from $22.81 to $26.13). However, there was no change in proportion of the total cost per pupil for guidance that was expended for counselors' salaries. This percentage was the same, 90 percent, for both years. The mean cost per pupil for clerical assistance increased $0.05, from $1.73 to $1.78. However, in spite of this increase, the proportion of the total cost per pupil for guidance that was expended for clerical assistance decreased 1 percent (from 7 to 6 percent). The mean cost per pupil for testing increased from $0.60 in 1965-66 to $0.92 in 1968-69. This represented an increase of $0.32 per pupil and a 1 percent increase (from 2 to 3 percent) in the proportion of the total cost per pupil for guidance services that was expended for testing. The cost per pupil for guidance materials increased $0.10 during the three year period (from $0.22 to $0.32). However, proportionately this cost category remained constant at the 1 percent level.
TABLE 25
MISCELLANEOUS FINANCIAL DATA FOR NDEA-DISTRICTS -
1965-66 AND 1968-69

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Mean District Tax Val Per Pupil</td>
<td>$14,733*</td>
<td>$15,590</td>
<td>+ $857</td>
</tr>
<tr>
<td>Mean District Millage</td>
<td>26.28 mills*</td>
<td>32.16 mills</td>
<td>+ 5.88 mills</td>
</tr>
<tr>
<td>Mean District Cost Per Pupil, ADM</td>
<td>$433#</td>
<td>$578</td>
<td>+ $145</td>
</tr>
<tr>
<td>% Total Cost Per Pupil, ADM, for Guidance</td>
<td>5.78%*</td>
<td>5.05%</td>
<td>- 0.73%</td>
</tr>
</tbody>
</table>

*(26)
#(9)
The total cost per pupil for guidance services among NDEA schools during the 1965-66 year was $25.40 as contrasted to $29.19 for the 1968-69 year. This represented an increase of $3.79 over the three year period, or prorated annually, approximately $1.25 per year. Percentage-wise, this constitutes an increase over the three year period of 14.92 percent. Table 26 indicates cost of guidance services as well as increases and decreases per cost categories during this period.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$/Pupil</td>
<td>%/Pupil</td>
<td>$/Pupil</td>
</tr>
<tr>
<td>Counselors' Salaries</td>
<td>22.81</td>
<td>90%</td>
<td>26.13</td>
</tr>
<tr>
<td>Clerical Assistance</td>
<td>1.73</td>
<td>7</td>
<td>1.78</td>
</tr>
<tr>
<td>Testing</td>
<td>0.60</td>
<td>2</td>
<td>0.92</td>
</tr>
<tr>
<td>Guidance Materials</td>
<td>0.22</td>
<td>1</td>
<td>0.32</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>0.04</td>
<td>0+</td>
<td>0.04</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>25.40</td>
<td>100%</td>
<td>29.19</td>
</tr>
</tbody>
</table>

*(26)*
CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The purpose of this study was to examine the cost of guidance services during the 1968-69 academic year for a sample of Ohio public secondary schools. Central to the investigation were attempts to answer several questions regarding the effects of certain variables upon guidance services' expenditure levels. These general questions were: (a) How do the category expenditure levels of school districts in this investigation compare with recommendations in the literature and findings of recent studies? (b) What were the breakdowns of guidance services' cost categories? (c) What relationships existed between costs and such variables as district enrollment, tax valuation per pupil, voted district millage, cost per pupil in average daily membership, pupil/counselor ratio, and geographic areas of Ohio? and, (d) What quantitative differences existed between those NDEA districts in the 1965-66 year study (26) and the sixty-three NDEA districts identified in this investigation?

Summary of Procedures

A total of 100 of the Ohio public school districts (excluding joint vocational and other special districts) that held Ohio charters during the 1968-69 academic year were identified in the Ohio Educational Directory (38) by using a table of random numbers. Classification and representation of the districts in the sample were as follows: twenty-six
city, eight exempted village, and sixty-six local school districts. The districts comprising the sample enrolled approximately 11 percent of Ohio's public secondary school (grades seven through twelve) students for the 1968-69 year. Sixty-three of the districts included in the sample participated in the National Defense Education Act, Title V-A, program for reimbursement for guidance counseling that year. Data for each of the districts in the sample were collected for fifteen categories which provided basic information regarding number of counselors employed; counselors' and guidance secretaries' salaries; testing and guidance materials' cost; and enrollment, millage, tax valuation and cost per pupil in average daily membership. A computer program was written in Fortran H to yield the data for twenty-eight basic categories. Numerous other categories of data were computed by hand to provide information pertinent to particular research questions.

**Summary of Findings**

The findings are presented in the order in which the research questions were tendered. It was found that 4.8 percent was the mean proportion of total educational costs (i.e. cost per pupil in average daily membership) expended for guidance services by the 100 school districts comprising the sample for this investigation. This expenditure level compared favorably with both recommendations in the literature and actual findings from other recent investigations.

The mean cost for counselors' salaries was $24.65 per pupil, which represented 90 percent of total cost per pupil for guidance services. The mean expenditure level for clerical assistance to guidance was
$1.64, which was 6 percent of the total cost per pupil for guidance services. Counselors' salaries were fifteen times greater than those for guidance secretaries. These two expenditures, "personnel costs", represented 96 percent of the cost for providing guidance services to the school districts in this investigation. The mean cost per pupil for testing was $.82 and $.31 for guidance materials. These expenditures amounted to 3 and 1 percents, respectively, of the total cost per pupil for guidance services. "Material costs", testing and guidance materials, represented 4 percent of the total expenditure per pupil for guidance services. These category costs compared favorably with both recommendations in the literature and data from other investigations.

A positive relationship between district enrollment and guidance services' expenditures existed among the ten districts having the largest enrollments (grades seven through twelve) in the total sample and the ten having the smallest enrollments. The ten districts having the largest enrollments expended $6.37 more per pupil (means of $27.64 – vs – $21.27) for total guidance costs than did the ten smallest districts. Although both groups expended 90 percent of their total guidance costs per pupil for counselors' salaries, the group of ten districts enrolling the largest number of students expended a mean of $24.92 per pupil as contrasted to $19.27 for the smallest districts. The largest districts expended 7 percent of the total cost per pupil for clerical assistance as contrasted to 4 percent for the smallest districts. Per pupil testing costs and category percents of the total cost for guidance were relatively similar at $.61 (2 percent) and $.58 (3 percent) for the largest and smallest districts, respectively. The smallest enrollment group expended $.59 per
pupil for guidance materials as contrasted to $ .27 for the largest. These constituted 3 and 1 percents of the total cost for guidance services for the smallest and largest enrollment groups, respectively.

The mean district millage for the total sample in this investigation was 30.07 mills. Guidance costs were analyzed for the ten districts each having the highest and lowest millage rates. The means for the highest and lowest groups were 44.67 and 21.00 mills, respectively. Mean total guidance costs per pupil were $2.28 higher for the group of districts having the highest millage ($25.85 - vs - $23.57). The cost categories reflecting the greatest contrasts between the two groups in terms of percents per pupil of total guidance costs were counselors' salaries (89 and 81 percents for the low and high groups, respectively) and clerical assistance (10 and 5 percents for the high and low groups, respectively). Additional analyses were made of groups of districts falling into various millage ranges. No general relationship was found to exist between millage and cost per pupil for guidance services.

The mean pupil/counselor ratio for the total group was 44.6/1, ranging from 428/1 to 519/1 for the exempted village and local districts, respectively. The mean total guidance costs per pupil ranged from $41.50 among the twenty-eight districts having a ratio of 380/1 or less, to $15.48 among the forty districts having a ratio exceeding 500/1. In spite of this wide range of both ratios and actual guidance expenditures, no appreciable quantitative differences appeared among the ratio range groups' proportionate expenditures per cost categories. However a very important difference did appear between the groups having the lowest and highest mean pupil/counselor ratios. The ten districts having a ratio
of less than 380/1 expended 6.27 percent of their total cost per pupil in average daily membership for guidance services, as contrasted to an expenditure level of but .03 percent for those districts having a ratio exceeding 500/1. 

Analyses were made of cost factors for the two groups of the NDEA (N=63) and non-NDEA (N=37) districts. The mean total cost per pupil for guidance services among the NDEA districts was $29.19, as contrasted to $20.61 for the non-NDEA districts. In spite of this quantitative difference, the two groups' proportionate expenditures per cost categories were similar. The mean pupil/counselor ratios for the NDEA and non-NDEA groups were 476/1 and 615/1 respectively. Similar levels of means for the two groups were found for local financial resources (tax valuation per pupil), district-imposed taxation (millage), and actual educational expenditures (costs per pupil in average daily membership). The NDEA districts, however, did expend a greater proportion of their education dollar (cost per pupil in average daily membership) for guidance services than did the non-NDEA districts (5.05 - vs - 3.67 percent).

Mean costs per pupil in average daily membership were studied for the two groups of ten districts each having the highest and lowest total cost per pupil in average daily membership. The means for the high and low groups were $821 and $450, respectively. Total costs per pupil for guidance services were $35.45 for the high group and $13.75 for the low group. The high group's costs per pupil in all cost categories exceeded those of the low group. The group of ten districts having the highest cost per pupil in average daily membership not only expended $21.70 more per pupil for guidance services than did the group of ten districts
having the lowest cost per pupil in average daily membership, but the former group expended proportionately more of its education dollar for guidance than did the latter group (4.3 - vs - 3.1 percent).

The ten districts each having the highest and lowest tax valuation per pupil were studied. The mean for the high group was $32,865 as contrasted to $6,458 for the low group. However, it was interesting to note that the low group expended a greater proportion of their education dollar for guidance than did the high group. These percentages were 6.25 for the low and 4.28 for the high group.

Cost of guidance services among the five geographic areas of Ohio were analyzed. The total per pupil expenditures ranged from a mean high in the northcentral area of $34.09 to a mean low in the southeastern area of $18.50. The percentage of total educational expenses per pupil (cost per pupil in average daily membership) spent for guidance ranged from a high of 5.56 percent in the northcentral area to a low of 3.58 percent in the southeast. The area expending the greater amount per pupil for guidance also spent proportionately more of its total education budget for this service than did the other geographic areas. The pupil/counselor ratios for the areas ranged from a low of 388/1 in northcentral to a high of 595/1 in the southeast area.

Perhaps the most meaningful comparisons made in this investigation were related to data from a 1965-66 year study of NDEA districts (26) and the NDEA districts identified in this study. It is generally felt that the current Ohio Minimum Standards for high schools and junior high schools have exerted a positive influence upon guidance programs. However, even though no ratio criteria were contained in the minimum
standards in effect during the 1965-66 year, and the standards governing the 1968-69 year prescribed a maximum ratio of 500/1, it was found that the mean pupil/counselor ratio was actually 1.75/1 greater for the 1968-69 group than for the 1965-66 schools in the study (423.64/1 - vs - 421.89/1). Reimbursement criteria for NDEA, Title V-A, did not change during this three year period, and at all times it exceeded the State Minimum Standards. The State School Foundation Program provided no categorical aid for guidance, however as explained in Chapter IV, school counselors' salaries were generally included in the teacher unit calculation. The foundation program was increased in 1967 at the rate of $100 for each teacher holding a Master's Degree who qualified on the formula for reimbursement. In spite of increased emphasis upon school guidance programs during the past few years, the amount of NDEA, V-A, funds to Ohio was reduced drastically. The per counselor equivalent reimbursement rate decreased from $900 in 1965-66 to $200 in 1968-69. However, local educational costs in general, and guidance costs in particular, did increase during this period. Costs per pupil in average daily membership increased for the NDEA districts (as a group) $145. The mean total per pupil cost for guidance services also increased from $25.40 to $29.19, representing a $3.79 increase. Percentage-wise, this increase was approximately 15 percent over the three year period. However, in spite of these actual dollar increases, the proportion of total education costs expended for guidance decreased during the three year period from 5.78 to 5.05 percent.
Conclusions

The most significant conclusion that can be drawn from this study is relative to the wide range of per pupil guidance expenditures. The ranges among actual guidance services' costs and such essential variables as tax valuation per pupil, millage, and cost per pupil in average daily membership point out the inequalities related to local support of public education in Ohio. Wide ranges in the financial resources available to local districts occur not only in particular geographic areas of the State, but within numerous counties. It was found that generally a positive relationship existed between local financial resources and actual guidance expenditures. Thus, those districts that had the greatest financial resources typically expended the greatest amount of money for guidance services. This problem is precipitated by two primary factors: (a) the abdication by the State to become an active partner in supporting local education programs, and (b) the absence of a tax base that is more encompassing than the financial resources within each local school district to support public education.

Getson and Ameredes (21) estimate that over 95 percent of the financial support of local guidance programs in Ohio is derived from local revenue sources. Thus, the inequity related to such a financial structure is apparent when one observes that neighboring school districts are frequently contrasted by divergent tax bases. One district might be typified by low-cost housing, large school enrollment, and devoid of heavily-taxed industrial complexes. That type district is frequently contrasted to its more affluent neighbor who is blessed by the presence of large heavily-taxed industrial areas, expensive homes, and small
families. The need is thus apparent for a radical restructuring of the methods for financing local public education in Ohio, which is considered to be a prerequisite to equalizing educational opportunities.

Relatively few studies pertinent to cost of guidance services have been conducted. The authorities contributing to the literature are therefore obliged to refer to rule-of-thumb indexes when discussing actual and optimum expenditure levels for guidance services. Thus the need is apparent for additional investigations on this topic. It should be noted also that references by writers to minimum per pupil expenditures and proportions of total budgets allocated for such services could result in a self-fulfilling prophecy. For example, if $30 per pupil or 6 percent of the total budget is advocated as the minimum expenditure level for effective guidance programs, the danger exists that those levels would (perhaps subconsciously) become the goals for expenditure levels without regard to actual quality of output or whether the school district could comfortably afford a higher level of guidance expenditure and thus be able to expand the scope—and perhaps quality—of services.

The taxonomy typically employed for reporting educational expenditures precludes the availability of data that are compatible with many of the variables that are pertinent to a relevant investigation of the topic. Cost per pupil in average daily membership data in Ohio are compiled on district-wide bases, grades kindergarten through twelve. Therefore it is not possible to determine per pupil expenditures for the various grade levels. This is especially crucial relative to this study because the objectives and scope of guidance programs vary greatly depending upon the grade level at which they are offered. Also, the
relative absence of budgets explicitly for local guidance programs inhibits the collection of such relevant data as the portion of the total districts' costs that are accrued by guidance for general control, plant operation, and fixed charges. Therefore, subsequent investigations will be restricted to utilizing available data as the framework for the design, rather than considering the topic from rationale-input-benefit approach.

Counselors' salaries per pupil were fifteen times greater than those for clerical assistance. It is recognized that typically counselors' salaries exceed those of school secretaries and many schools employ a greater number of counselors than secretaries for the guidance department. However, counselors frequently indicate that they devote an inordinate amount of time to those tasks that could be performed as well or more effectively by secretaries or paraprofessionals. It seems desirable to focus immediate attempts to improve the quality of "professional" guidance services by providing sufficient clerical and paraprofessional assistance to permit counselors to devote their full efforts to the tasks for which their education has prepared them. This could result in a more effective use of available monies than the employment of additional counselors to perform many non-professional duties.

Personnel costs for counselors and clerical assistance accounted for 96 percent of the per pupil expenditure for guidance services. The question should be raised regarding the relationship between program expenditures and derived benefits. For example, if proportionately less money were expended per pupil for personnel services and additional
amounts allocated for guidance materials, how would this shift in guidance expenditures affect both scope and quality of the programs?

The approximate five percent annual increase in per pupil cost of guidance services in the NDEA districts (1965-66 to 1968-69) was somewhat consistent with the escalation in the nation-wide cost of living indexes. The fact that the proportion of total educational costs per pupil expended for guidance during this three year period decreased is perhaps perplexing to proponents of strengthening guidance programs. Why did guidance receive a smaller share of the education dollar in 1968-69 than in 1965-66? One answer might be that the NDEA programs during the 1968-69 year had already met criteria substantially higher than State Minimum Standards and had also been developed to the levels desired by local administrators and boards of education. Perhaps the local educational leaders were relatively satisfied with the level of development of their guidance programs and they therefore turned their efforts and available "seed" monies to the development of newer programs.

Many persons involved in the guidance movement in Ohio express concern regarding the failure of the State to support local programs by incorporating a guidance unit in the State Foundation Program. A related concern is that categorical aid for guidance from the Federal level is diminishing annually and it is being integrated with financial support for programs of a multi-disciplinary nature. Some persons suggest that these situations are indicative of the relative absence of public acceptance of the contribution that guidance has made to the total educational process. Others contend that guidance personnel are, by their very nature, accepting and non-aggressive, and thus have not conducted
vigorous lobbying in the legislatures or public relations campaigns in the lay community. As a result, other specialized services in the education field have influenced legislation favorable to their movements and are now receiving relatively greater financial support than guidance. This constitutes more than merely an academic question regarding the future of the guidance movement—in terms of both financial support and public acceptance.

Pupil personnel administrators and directors of guidance generally have little control over the fiscal management of their departments because they are not directly involved in drafting the total school district budget. Typical outcomes are that either guidance is not appropriated an equitable amount of money in the annual budget, or its operation is financed through the general operating fund and it does not even operate on a formal budget. It is advocated by this writer that control of expenditures for guidance must be placed to a greater extent within the pupil personnel department and financed through a budget specifically for that department.

It was found that the ten districts having the largest secondary level enrollment expended (as a group) $6.37 more per student for guidance services than did the ten districts having the smallest enrollment in the total sample. Proponents of consolidation of Ohio's smaller school districts advocate that large districts typically can provide higher quality programs for less per pupil cost as one of the primary justifications for the consolidation movement. However, not considering quality factors, this investigation indicated that per pupil guidance costs were higher in the larger districts than in the ones enrolling the
fewest number of students. It is suggested that costs generally are higher in larger districts because of the employment of higher quality personnel, higher salary schedules, higher cost of living indexes in those geographic areas, newer facilities, and better quality materials. However, this hypothesis cannot be verified until a study is conducted utilizing some framework of evaluative criteria in relation to the actual cost factors.

The group of districts having a pupil/counselor ratio of less than 380/1 expended 6.27 percent of their total educational costs for guidance, as contrasted to an expenditure level of but .03 percent for the group having ratios exceeding 500/1. Questions could be raised regarding quality and value differentials of guidance between these two groups. However, it is possible that those districts that had high ratios desired to lower them but were forced to allocate an inordinate amount of their education dollar for such necessities of "keeping school" as teachers' salaries and general operating costs. Although ratio should be considered within the context of counselor role, the range of means indicated above must relate with some degree of validity to the wide diversity of the level of educational funds and subsequent opportunities available to Ohio children. Another question related to ratio that must be asked is how forty Ohio school districts who had pupil/counselor ratios exceeding minimum standards maintained possession of their state charters.

Wide ranges of guidance program expenditures, as well as perhaps educational opportunities, will continue to exist in the State of Ohio until several situations are rectified. The State must become a more
active partner in supporting guidance at the local level and determine ways of broadening local tax bases. The Federal Government's participation in assisting local guidance programs has diminished significantly in the past three years. The relationship between the instruction, operation, and specialized services including guidance, is dependent in part on the amount expended for the total school district operation. Therefore, increased funds for guidance will not be available until the total level of expenditure is increased. It was evident from this investigation that a substantial number of Ohio school districts are not meeting State criteria and will have to expend additional monies to reach those standards. Goal-oriented budgets such as the recently developed "Planning, Programming, Budgeting System", are necessary so that cost-benefit analyses can be made. When this occurs guidance personnel, administrators, and board members will be able to answer with greater validity questions regarding "What benefits are we deriving from the money we spend for our guidance program?"

Recommendations for Further Research

1. A parallel study should be conducted on elementary school (grades one through six) guidance program costs to ascertain similarities and differences in per pupil expenditures between elementary and secondary programs.

2. Investigations should be conducted regarding the variables other than financial resources, that affect guidance services' expenditures. Attempts should be made to identify causative factors for certain
school districts spending higher percentages of their wealth for guidance services than do other districts.

3. Investigations should be encouraged that embrace not only cost factors, but also scope and quality criteria. Cost data are frequently more meaningful when they are considered in relation to quality criteria and scope of program.

4. Consideration should be given to compiling data at local, state, and national levels that will provide more relevant cost data regarding guidance program operation. Grade level per pupil expenditures, as well as guidance departments' portions of the districts' plant operation and fixed charges, should be collected routinely.

5. State departments of education should be encouraged to adopt a uniform format for reporting state-wide guidance cost data so that valid comparisons can be drawn annually among both local school districts and states. This practice would also facilitate the conducting of studies to determine the extent to which guidance cost increases coincide with the general cost of living escalation on both regional and national bases.

6. The relationship between guidance services' expenditures and types of program organizational configurations should be analyzed.

7. A study should be conducted regarding relationships between school districts' enrollments and guidance service costs.

8. Administrators should be encouraged to develop guidance program budgets, such as "Planning, Programming, Budgeting System", that are program objective-oriented, so that cost (input) benefit projections and analyses can be computed.
9. A parallel study should be conducted on cost of guidance services in Ohio's joint vocational school districts to compare costs between secondary-level vocational schools and their feeder schools.
1.0 General Provisions

1.1 Provisions for Local Program Approvals

To be eligible for reimbursement, local programs must comply with the following general provisions:

1.11 Application for program approval and reimbursement must be submitted in advance of the period of reimbursement. Forms for application will be provided by the Division of Guidance and Testing, State Department of Education. Programs will be approved on a fiscal year basis from July 1 through June 30, or for lesser periods within a fiscal year.

1.12 Applications must be submitted in advance of the August 1, 1968 deadline date.

1.13 Schools eligible to participate in the program shall be limited to elementary or secondary schools which are administered by a public institution or agency.

1.2 Provisions for Reimbursement

1.21 Approval of local programs will be made annually.

1.22 Each dollar of Federal and State funds utilized in a local program must be matched by at least one dollar of local funds.

1.23 Reimbursement rates and provisions will be established annually by the State Superintendent of Public Instruction on the basis of the State and Federal funds available.

1.24 Local schools shall maintain fiscal and activity records and shall submit reports to the State Department of Education annually and at such other times as may be requested. The official accounts and documents showing receipts and expenditures of funds approved under Title V-A of the NDEA Program will be maintained by the clerk of the local board of education.
2.0 Testing Program Provisions

2.1 Provisions for Local Program Approvals

To be eligible for reimbursement, local testing programs must comply with the following provisions:

2.11 Programs must be planned to provide test information for the identification of the aptitudes and abilities of students and to utilize such information in guidance and counseling.

2.12 Local programs shall provide testing services for all students during at least one elementary or secondary school grade. Schools may be approved to administer one, two, three, or four tests not below grade three nor above grade twelve, provided that no more than two tests are included in grades seven and higher. Each approved test shall be a test of ability, achievement, or aptitude, or any combination of these, appropriate to the level of the students being tested.

Reimbursement will not be made for more than four tests in any one school year. The same test, or combination of tests, shall be given to all students at each grade tested.

2.13 Tests approved for local programs shall be recognized measures of achievement, school ability, and/or scholastic aptitude. To be accepted for reimbursement, tests must be approved by the Division of Guidance and Testing. A list of approvable tests will be published by the Division and will be revised as necessary.

2.14 Administration of the testing program shall be the responsibility of the local educational agency. In city school districts and in exempted village school districts, the testing program shall be centrally coordinated. In county school systems, the testing program must be approved by the office of the county superintendent.

2.15 Local testing programs must be coordinated by qualified personnel, including school counselors, as defined in The 1968 Minimum Standards for Ohio High Schools (Standard EDb-403-04 (H)) and in the 1968 Minimum Standards for Ohio Junior High Schools (Standard EDb-405-04 (F)), school psychologists or appropriate supervisory personnel, approved by the State Department of Education.

2.16 The administration of local testing programs shall fit one or more of the following patterns:
(a) Test services planned and administered by local school personnel under a plan approved by the Division of Guidance and Testing.

(b) Test services (test materials, machine scoring, and reporting services) provided by contract with public or private institutions or agencies under a plan approved by the Division of Guidance and Testing.

(c) If adequate testing services cannot be obtained in accordance with (a) or (b), such services will be offered by the Division of Guidance and Testing, utilizing local personnel to conduct the program under State supervision.

2.17 Provision shall be made in each school for utilizing test data, where appropriate, with:

(a) Teachers and other school staff members.

(b) Pupils and their parents.

2.2 Provisions for Reimbursement (Testing)

2.21 Application for participation in the testing program must be made on forms provided by the Division of Guidance and Testing.

2.22 Reimbursable expenses include cost of test materials, machine scoring, and reporting services. Schools will be reimbursed 50% of the cost of approved testing programs up to an average cost per test per pupil of $1.20. Under the testing program, no funds are available to reimburse local schools for the personnel costs related to administering tests to pupils.

2.23 Test data shall be reported to the Division of Guidance and Testing as required and on forms provided.

3.0 Guidance and Counseling Program Provisions

3.1 Provisions for Local Program Approvals

To be eligible for reimbursement, local guidance and counseling programs must comply with the following provisions:

3.11 Programs must be planned to provide guidance and counseling services (1) to assist students in assessing (a) their abilities, aptitudes, and interests, and (b) educational
and career opportunities and requirements, and (2) to help
them, through counseling and group guidance activities, to
make the best possible educational and vocational plans
and to work toward the achievement of realistice goals.

3.12 Personnel employed under the Title V-A, NDEA program shall
meet qualifications as outlined in Standard EDB-403-04 (H)
of the 1968 Minimum Standards for Ohio High Schools and in
Standard EDB-405-04 (F) of the Minimum Standards for Ohio
Junior High Schools, with the exception that six semester
hours in professional graduate guidance courses will meet
the requirements for persons devoting less than half-time
to guidance during 1968-1969. Personnel shall be employed
at a ratio of at least one full-time counselor, or the
equivalent in part-time counselors, for each 500 pupils
enrolled.

3.13 Programs may be approved either system-wide or by individ­
ual building or administrative unit. Elementary school
grades seven and eight may be approved either by individual
building or by grade level for the entire system. Elemen­
tary school guidance programs will be administered under
separate procedures and criteria.

3.14 Superintendents, building principals, or others function­
ing primarily as building administrators, will not be
approved for reimbursement nor be included in calculating
the pupil-counselor ratio.

3.15 Each non-certificated person who is assigned time to per­
form guidance duties on a less than half-time basis shall
meet the six semester hour professional training require­
ment which will remain in effect for the 1968-1969 school
year. Effective with 1969-1970, both the 1968 Minimum
Standards for Ohio High Schools (Standard EDB-403-04 (H))
and the 1968 Minimum Standards for Ohio Junior High Schools
(Standard EDB-405-04 (F)) require that persons devoting less
than half-time to the guidance program shall have a mini­
mum of 12 semester hours in professional guidance courses.
Such non-certificated counselors shall be required to
obtain at least six additional semester hours of graduate
credit each year in a planned program of counselor educa­
tion, until certification is acquired.

If such counselors fail to obtain six semester hours of
graduate credit prior to the beginning of their second
year of counseling service, the school will not be reim­
bursed for their assigned time although such time may be
used in computing pupil-counselor ratio. Failure to com­
plete the six-hour training requirement by the beginning
of the third year of service will result in the dropping of
such time from that used in computing pupil-counselor ratio.
3.2 Provisions for Reimbursement (Guidance and Counseling)

3.21 Application for participation in the guidance and counseling program must be made on forms provided by the Division of Guidance and Testing.

3.22 The amount of reimbursement for which a school system is eligible shall be based on the number of approved counselor units assigned which provide a pupil-counselor ratio between 500 to 1 and 400 to 1. Reimbursement value of each counselor unit will be computed annually by the Division of Guidance and Testing by dividing the total amount of Federal and State funds available for reimbursement by the total number of approved counselor units in all participating schools.

3.23 Reimbursement funds may be used as needed in the school guidance program.

3.24 Fiscal and descriptive reports shall be made to the Division of Guidance and Testing as required and on forms provided.

Revised: May 1968
JGO:mlk

-5-
I contacted your office two years ago while I was affiliated with the Division of Guidance and Testing, Ohio Department of Education. At that time I was conducting a study on cost of guidance services of Ohio NDEA-participating schools. My reason for writing to you at that time was to request any data you had compiled on this topic or names of persons or school districts in your state who might have been able to provide appropriate information from any studies they had conducted.

The financial aspects relative to the administration of public education is becoming increasingly significant. In an attempt to take a fresh look at cost factors relative to school guidance services, I am conducting a study of a sample of Ohio's school districts regarding cost of their guidance programs. Because comparative data is essential, I am attempting to identify any appropriate data from other states.

I will appreciate it very much if you will share with me any recent data from your files regarding this topic. Information of any type you deem appropriate will be appreciated. State-wide data, information compiled by individual school districts, or by persons who conducted various types of specific research (e.g. theses, dissertations, etc.) will be helpful.

Please advise if you desire an abstract of the study. Thank you very much for your interest and cooperation.

Sincerely,

JDH:vw

Jerrold D. Hopfengardner
Education Department
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<th>State</th>
<th>Sample</th>
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<th>Mean Counselor Salary Per Pupil</th>
<th>Mean Clerical Salary Per Pupil</th>
<th>Mean Testing Cost Per Pupil</th>
<th>Mean Materials Cost Per Pupil</th>
<th>Mean Pupils Per Counselor</th>
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SCHOOL DISTRICTS IDENTIFIED FOR THE STUDY

City Districts (N=26)

*Alliance (NE)
*Ashland (NC)
*Barberton (NE)
*Bedford (NC)
*Brecksville (NC)
*Claymont (NE)
*Coshocton (NE)
*Dayton (SW)
*Delaware (NC)
*East Liverpool (NE)
*Elyria (NC)
*Euclid (NC)
*Fairborn (SW)
*Findlay (NW)
*Galion (NC)
*Heath (NE)
*Hillsboro (SW)
*Jackson (SE)
*Kenton (NW)
*Lebanon (SW)
*Logan (SE)
*Madiera (SW)
*Maple Heights (NC)
*Martins Ferry (SE)
*New Boston (SE)
*Shelby (NC)

Exempted Village Districts (N=8)

*Ada (NW)
*Chagrin Falls (NC)
*Crestline (NC)
*Crooksville (SE)

Local Districts (N=66)

Anna (Shelby, NW)
Arcanum (Darke, SW)
*Attica (Tiffin, NW)
*Aurora (Portage, NE)
*Batavia (Clermont, SW)
*Berlin Milan (Erie, NC)
*Berne-Union (Fairfield, SE)
*Bethel Tate (Clermont, SW)
*Bright (Highland, SW)
*Bristol (Trumbull, NE)
*Buckeye (Medina, NC)
*Buckeye Valley (Delaware, NC)
*Canal Winchester (Franklin, NC)
*Clay (Scioto, SE)
*Clearcreek (Warren, SW)
*Clinton-Massie (Clinton, SW)
*Cloverleaf (Medina, NC)
*Columbus (Lorain, NC)
*Conotton Valley (Harrison, NE)
*Danville (Knox, NC)
*East Clinton (Clinton, SW)
*East Holmes (Holmes, NE)
*Eastern (Brown, SW)
*Eastern (Meigs, SE)
*Fairland (Lawrence, SE)
*Fairless (Stark, NE)

* Denotes NDEA district during 1968-69 year.

( ) Geographic area in which district is primarily located. Under "Local Districts" the county in which local school district is primarily located is also given.
Gorham-Fayette (Fulton, NW)
Hardin Northern (Hardin, NW)
Holgate (Henry, NW)
Independence (Cuyahoga, NC)
Indian Creek (Jefferson, NE)
Jefferson Area (Ashtabula, NE)
Lake (Stark, NE)
Logan Hills (Logan, NW)
Madison (Richland, NC)
Mapleton (Ashland, NC)
Meigs (Meigs, SE)
Mogadore (Summit, NE)
New Bremen (Auglaize, NW)
New London (Huron, NC)
North Union (Union, NW)
Ohio City-Liberty (Van Wert, NW)
Otsego (Wood, NW)
Ottawa Hills (Lucas, NW)
Perkins (Erie, NC)
Perry (Allen, NW)

Plymouth (Richland, NC)
Riverdale (Hardin, NW)
Riverside (Logan, NW)
Rolling Hills (Guernsey, SE)
Scipio-Republic (Seneca, NW)
Streetsboro (Portage, NE)
Southeast (Portage, NE)
Southeastern (Clark, SW)
Southington (Trumbull, NE)
Teays Valley (Pickaway, SE)
Three Rivers (Hamilton, SW)
Valley (Scioto, SE)
Warren (Trumbull, NE)
Washington (Lucas, NW)
Waverly (Pike, SE)
Weathersfield (Trumbull, NE)
West Clermont (Clermont, SW)
West Muskingum (Muskingum, SE)
Western Reserve (Huron, NC)
Wheelersburg (Scioto, SE)
FIVE GEOGRAPHIC DISTRICTS OF OHIO
Questions asked about guidance are frequently relative to cost of its services. We are therefore conducting a study in an attempt to become more knowledgeable about cost of guidance services in Ohio's secondary schools. This study will be limited to cost factors in terms of state averages and participating school districts will remain anonymous in the report of the study. Your district has been identified as one of the one hundred Ohio public school districts comprising the sample. Because of the relatively small group being sampled it is important that data be obtained from all districts identified.

Will you please provide the information requested on the enclosed form and return it to me by May 15. A self-addressed stamped envelope is enclosed. Please carefully read the guidelines before completing the form.

An abstract of the study report will appear in a future issue of our bi-monthly newsletter, Ohio Guidance News and Views. Please do not hesitate to call me if you have any questions regarding this request. Thank you very much for your cooperation.

Sincerely,

Jerrold D. Hopfengardner
District Supervisor
Guidance Services
GUIDELINES FOR COMPLETING COST OF GUIDANCE DATA FORM

Please report information for this school year - 1968-69. This study is concerned only with guidance services offered at the secondary level - grades 7-12. If your district does not employ a counselor please provide other information requested, such as total amount expended for testing.

The following numbered guidelines relate to columns below:

1. **Names of Counselors.** List the names of all persons assigned to guidance at secondary level (7-12).

2. **Certificated in Guidance.** Indicate by writing "Yes" or "No" whether each person holds a guidance certificate.

3. **Time Assigned Guidance Per Level.** Indicate the amount of time each person is assigned to guidance at junior high and senior high school levels.

4. **Salary.** Indicate each counselor's total salary (not including retirement) for the regular school year.

5. **Clerical Salaries.** Indicate total clerical salaries (not including retirement) for the regular school year. If a secretary does not work full-time for the guidance department, indicate only that portion of salary for which she is assigned to guidance.

6,7,8. **Testing, Guidance Materials, Miscellaneous.** Indicate costs in these three categories for the 1968-69 year for the secondary level only (e.g. do not list cost of testing at elementary level).
COST OF GUIDANCE DATA FORM

(Name of person completing this form)  (School District)

(Title)  (Telephone)

<table>
<thead>
<tr>
<th>Names of Counselors</th>
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<th>% Time Assigned Guidance</th>
<th>Total Salary (Excluding Retirement)</th>
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</table>

5. Clerical Salaries: $______
7. Guidance Materials: $______
6. Testing: $______
8. Miscellaneous: $______

Please return by May 15 to:
Jerrold D. Hopfengardner
Division of Guidance and Testing
751 Northwest Boulevard
Columbus, Ohio 43212

JDH:dp
May 8, 1969


11. Division of Guidance and Testing, Ohio Department of Education, Columbus. Data obtained from files.


42. Padilla, Jean R. Administrative Assistant, Guidance Services Division, Department of Education, State of New Mexico, Santa Fe. Letter dated December 16, 1969.


61. _______. "Guidance Services and Wisconsin Youth." Madison: Wisconsin Department of Public Instruction, September 1968.
