

SCHOOL GUIDANCE AND COUNSELLING IN NATAL:
PRESENT REALITIES AND FUTURE POSSIBILITIES

THESIS

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Abstract

School guidance and counselling is a programme that is complementary to the education process and is seen as a support service for the pupil. However, owing to the apartheid policies of the South African government, all pupils did not have equal access to guidance services. In a post-apartheid South Africa it is anticipated that a unitary education system would emerge to provide equal access to education for all South African pupils and this implies that previous imbalances that existed would have to be addressed. In this study the present state of guidance and counselling services in Natal was investigated and policy options to redress past inequities and to make school guidance and counselling services a reality for all South African pupils, within the context of limited resources were explored.

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CHAPTER 1

INTRODUCTION

1.1 BACKGROUND AND CONTEXT TO THE RESEARCH

The apartheid educational policy in South Africa resulted in the formation of seventeen different education departments to serve the various population groups within South Africa and the various homelands. Given that there are seventeen education departments and that they vary significantly in curricula, examination school leaving procedures and distribution of resources it is not surprising that the different education departments differ in terms of emphasis that they give to guidance and counselling. These education departments have provided guidance and counselling services at their schools, with varying degrees of sophistication ranging from marginally operational services to fully fledged services that are an integral component of the educational process.

Education departments that were 'privileged' owing to the nature of South African politics, such as those of the Houses of Assembly and Delegates, have sound infrastructures and qualified personnel for implementing the guidance and counselling programme. These departments have qualified counsellors in almost all of their secondary schools, with time allocated for individual as well as group guidance (Department of Education and Culture:B128). The education department of the House of Delegates introduced the position of head of department in guidance and counselling to improve both the status of the guidance counsellor and the overall quality of the guidance programme. Almost all of the 106 counsellors employed by the House of Delegates have either the Diploma in Guidance and Counselling or the B.Ed. (Guidance and Counselling) degree (Singh, Appendix B). Teacher counsellors who are employed by the Natal Education department have met with the minimum requirement which is that they have either education or psychology at course level three. However

many of these counsellors have improved their qualifications with some completing the B.Ed. (Educational Psychology) and some even attaining a masters degree in the behavioural sciences (Brownell, Appendix B).

The House of Delegates and Natal Education departments make provision for individual counselling of pupils in their schools. Teacher-counsellors or guidance counsellors are allocated some time to offer individual counselling to pupils and this allocation is reflected in the counsellor's time-table. Furthermore, the counsellor as the qualified and trained person is entrusted with the duty of co-ordinating and implementing the school guidance programme. In addition to counselling students on a one-to-one basis and taking group guidance classes, the counsellors interact with parents and support services such as doctors, psychologists and social workers to provide for the mental health of their pupils. They also plan and co-ordinate career education programmes for pupils at their schools through guidance classes, guest lectures, seminars and excursions to educational institutions and industry.

In 1967 in the education department of the House of Representatives guidance was made a compulsory school subject and was introduced in standards six and seven. By 1974 this was extended to all standards in the secondary school and to standard five in the primary school. In the 1970's the Department made a concerted effort to establish guidance services in both primary and secondary schools. The thrust of this initiative was psychological group-testing programmes, supervision of existing guidance programmes and in-service training programmes. However the emphasis was on psychometric assessment (De Jong and Lazarus 1992). Since 1979 provision for the specialist posts of guidance teacher have been created at all secondary schools in the education department of the House of Representatives. However owing to a shortage of qualified personnel and financial constraints, not all these posts have not been filled. Whilst a few teachers in each school were assigned the task of group

guidance, however, a shortage of trained teachers to undertake this work has been a limiting factor (Behr 1984).

In comparison to the guidance and counselling services offered by the Natal Education Department and House of Delegates and House of Representatives, the guidance and counselling programme of the Department of Education and Training is inferior. Although the Education and Training Act 90, of 1979 states that

Education shall be provided in accordance with the ability, aptitude and interest of the pupils as well as the training needs of the country, and to this end appropriate guidance will be given to pupils

(Behr 1984:200)

the Department of Education and Training has very few qualified personnel in guidance and counselling in its schools. Whilst group guidance is a subject on the school's time table for personal, social and vocational guidance, this period is also used for administering psychometric tests, and often entirely taken over for the teaching of other school subjects (Nonyukelo, M.Ed. in progress). Furthermore, very little or no time is allocated to individual counselling as the Department of Education and Training schools do not have counsellors at schools in Natal (Ngcobo, Appendix B).

In striking contrast to the above models of guidance and counselling, that of the department of education and culture of the KwaZulu government is dismal. A study conducted by Ndaba (1978) and entitled "A critical appraisal of guidance and counselling and its significance for Kwa-Zulu education" concluded that there were no guidance services in the KwaZulu Education Department. The so called "school counsellors" were really psychometric test administrators whose role function differed from that of school counsellors. Since Ndaba's study the state of guidance and counselling services have not improved

significantly. Guidance classes are offered to pupils but counselling services, for want of less restrictive budgets and lack of qualified personnel, have not been operative (Gumede, Appendix B). Venketsamy describes the state of guidance and counselling in the KwaZulu Education department in the following words: guidance is a "Cinderella subject" where teachers have a "ball" (De Jong and Lazarus 1992:27).

It is ironic that whilst education departments that have poor infrastructures for guidance and counselling services are making attempts to improve the service at schools (eg. the Department of Education and Training has introduced the post of Head of Department Educational Auxiliary Services to take care of guidance and counselling services), other education departments with well developed services are cutting back on this service. In 1991 the House of Delegates issued circular 2 of 1991 in a bid to rationalize staff as a result of cutbacks in the education budget. This circular increased the time that a counsellor spends teaching academic classes and drastically decreased the time allocated to individual counselling (Department of Education and Culture 1991). Since then, the heads of department and guidance and counselling posts which were previously introduced to enhance guidance and counselling, have not been filled. In September 1992 counsellors who held heads of department posts were informed by the education department of the House of Delegates that they should seek parallel transfers to either primary schools or other disciplines. Furthermore these posts were to be scrapped in the near future (Singh, Appendix B). The Natal Education Department faced similar cutbacks with at least 50 % of the personnel in school psychological services being deployed elsewhere and school counsellors now spend more time teaching academic subjects (Brownell 1992).

1.2 NATURE OF THE PROBLEM

With the present reform process under way and a forum for negotiations for a democratic, non-racial united South Africa

established (Convention for a Democratic South Africa - CODESA), the creation of a single education system for all the people of South Africa may now become a reality. Once established, a single system would have to formulate policies in respect of guidance and counselling services, policies which will have to be seen to ensure that all pupils have equal access to the resources made available. Furthermore this will take place at a time when learner numbers in colleges and schools have increased whilst the education budget has decreased in real terms (Department of National Education: 1991). It is in this context that guidance and counselling as a pupil support service must be re-evaluated. What priority do educational planners give to guidance and counselling services ? How will they redress imbalances of the past? Is it feasible to offer an equitable service, and if so, how is this to be done ?

1.3 GOALS OF THE RESEARCH

- i) To conduct a literature survey, interviews and administration of a questionnaire to obtain data on the present state of guidance and counselling in Natal education departments.
- ii) To survey and report on models of guidance and counselling in the United States of America, United Kingdom and Nigeria.
- iii) To survey and report on the models being proposed by various formal and informal organisations, such as the Education Renewal Strategy and the National Education Policy Investigation documents.
- iv) To evaluate the present and proposed models in the context of a single national education system for South Africa and to suggest the most appropriate options.

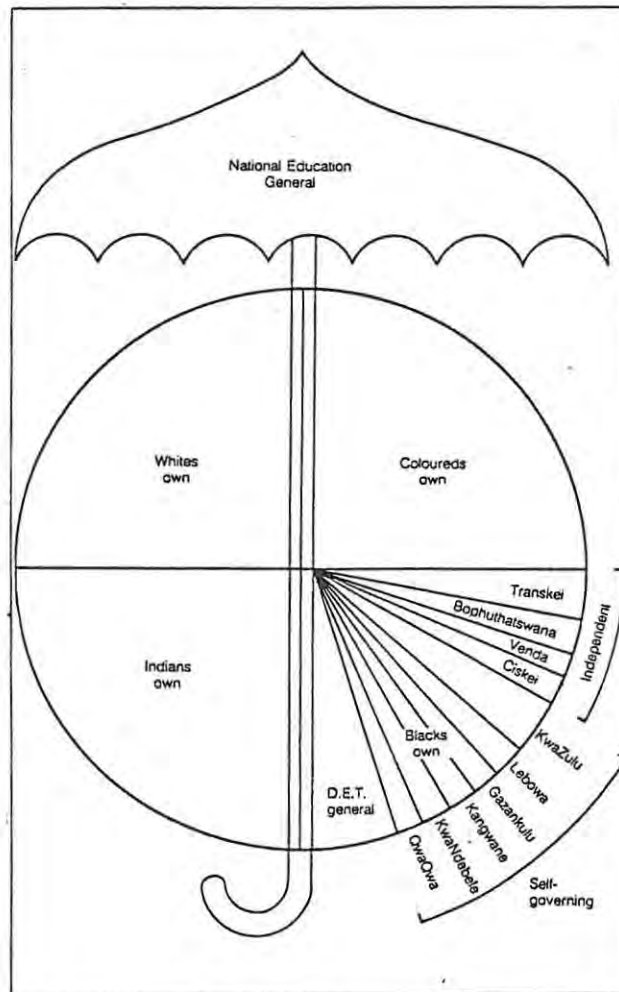
CHAPTER 2

GUIDANCE AND COUNSELLING

2.1 A BRIEF OVERVIEW OF EDUCATION REALITIES IN SOUTH AFRICA

There are currently seventeen education departments in South Africa that are serving the different population groups. These education departments serve the independent states of Transkei, Bophuthatswana, Venda and Ciskei, the self-governing homelands of KwaZulu, Gazankulu, Qwa Qwa, KwaNdebele, Kangwane and Lebowa, the Houses of Assembly, Representatives and Delegates.

Figure 1



(Vos and Brits 1990:65)

Since education is provided on a racial basis, the duplication of structures and high costs is draining the limited resources of the country. Hence there is a demand for a single education department that would assess the needs of all the people of South Africa and distribute resources on the basis of fairness and equality (S.A. Barometer 1990).

Owing to the racist policy of the South African government resources for education were distributed inequitably, advantaging the white population group and seriously handicapping people of colour, in particular the blacks. The following table provides the per capita state expenditure for college/school education in the RSA (excluding private ordinary schools) according to department for 1989.

Table 1

<i>Department</i>	<i>Per capita expenditure (Rand)</i>
White pupils (House of Assembly)	3 572
Indian pupils (House of Delegates)	2 645
Coloured pupils (House of Representatives)	2 115
Black pupils Education & Training	927
Black pupils Self-Governing Territories	647

(adapted from Department of National Education 1990:47)

The consequences of unequal funding resulted in serious disparities in the quality of education. The following table summarises the inequalities that arose from disproportionate

funding of education for the different population groups in 1986.

Table 2

	White	Black
per capita expenditure on education	R2 508,00	R 476,95
Teacher-Pupil ratio	1:16	1:41
Teacher qualifications	Degree and/or teaching qualification	Std.8 +teaching qualification (38,3 % total)
Shortage of classrooms (primary school)	Nil	1 494
No. of places required	Nil	59 760 (@ 40 per class)
Shortage of classrooms (secondary school)	Surplus	3030
No. of places required	Surplus	106 050 (@ 35 per class)
Total no. of places required	Surplus (176 225)	Shortfall (165 810)

(adapted from S.A. Barometer 1990:155)

Furthermore it has been found that 82 % of white pupils entering school may be expected to reach standard ten while only 16 % blacks attain matriculation (Education Renewal Strategy Discussion Document 1991 :8). Another alarming disparity is that 45 % of the teachers employed in black schools were unqualified, if twelve years of schooling and three years further teacher training were regarded as necessary for good quality teaching.

In addition to the above disparities, the average annual growth rate for all population groups in pupil enrolment is 4,4 % (S.A. Barometer 1991). If this growth rate is applied to the pupil enrolments for 1990, it implies that 325 additional schools, each accommodating 1000 pupils and at a cost of

R2 million each, would have to be built to accommodate black pupils in that year. An additional 10 000 teachers would have to be employed, based on a teacher-pupil ratio of 1: 30 (Education Renewal Strategy Discussion Document 1991). Without a strongly growing economy such rates can only lead to a build up of even greater backlogs than those which already exist.

According to research conducted by the Programme for Technical Careers (PROTEC) there are about 5 million children eligible for school who do not attend school because of a lack of either funds or facilities. Owing to classroom shortages, most Department of Education and Training schools operate on a platoon system : a system where pupils attend classes either in the morning or the afternoon (S.A. Barometer 1990:154). According to statistics for 1989 there was a shortage of 159 849 classrooms in both primary and secondary schools and this shocking figure does not include the independent and self-governing states. According to the chief liaison officer for Department of Education and Training, his department needed 300 new schools for black pupils each year and this excluded the pupil population in the independent homelands (S.A. Barometer 1990:156).

If equality in the provision of education is to be a reality without lowering present standards and privileges for certain groups, enormous pressures will be borne on limited resources which include school buildings, manpower needs and funds.

Estimates by the S.A. government, based on continuing the current levels of spending on white schools, show that to achieve educational parity between whites and blacks would have cost in 1990, R9, 39 billion over and above existing levels of expenditure

(Harker, Desai, Ikoku, Moloto, Power, Wilson, Mpotokwane and Sampson 1991:74-75).

Furthermore by the year 2000, 277 000 new teachers would be needed in black schools if the state is to provide compulsory education for all (Harker et al. 1991:58). Given that the remuneration for educators absorbs an average of 70 % of the total allocation in the education budget, existing financial resources will be stretched to the limit and may be inadequate to provide for the employment of additional teachers to cope with the teacher shortages that exist in black schools. A simple statistic that highlights this point is that a general increase of one percent for all educators will at present cost the government R100 million.

2.2 DEFINITIONS

Given that there are seventeen education departments and that they vary significantly, it is not surprising that they offer differing terms to describe guidance and counselling and the personnel who are assigned to this task. In this chapter guidance and counselling and the personnel responsible for this service will be described in order to provide a framework for understanding this study.

2.2.1 Definition of guidance and counselling

A plethora of definitions exist for guidance and counselling and the literature suggest that there are numerous and varied definitions. In order to provide a conceptual framework for the study, the following definitions of guidance and counselling are advanced:

Guidance is a comprehensive system of functions, services, and programs in schools designed to affect the personal development and psychological competencies of students. As an educational concept, guidance is the sum total of those planned experiences for students designed to achieve such developmental or educational outcomes.

(Pietrofesa, Bernstein, Minor and Stanford 1980 :11) .

According to Shertzer and Stone (1981:40) guidance is "the process of helping individuals to understand themselves and their world." This definition is developed further by the de Lange Report of 1981 which undertook an investigation into education in South Africa:

School guidance ... is a practice, a process of bringing the pupil into contact with the world of reality in such a way that he acquires life-skills and techniques which allow him to direct himself competently (i.e. to become self-actualising) within the educational, personal and social spheres and the world of work, in order to progress and survive effectively

(HSRC Report of the Work Committee: Guidance 1981a:5).

These definitions imply

- i) that school guidance and counselling is both a practice and a process,
- ii) that it is a system of functions, services and programmes designed to accentuate the personality and psychological growth of pupils,
- iii) the acquisition of lifeskills, and
- iv) that the main aim of school guidance and counselling is to lead the student to self-actualization, that is that the student should grow into a mature and competent adult.

Thus guidance is seen as a discipline which is an inclusive aspect of education. However it is a specialized service whose primary concern is for the individual. "In general, however, guidance has been accepted as the personalization of education both in theory and in practice" (Mortensen and Schmuller 1959:3).

Within the South African context there are two structural components of guidance. Firstly, the teacher-counsellor offers an individual, one-to-one counselling service to pupils or group counselling sessions with a number of pupils experiencing similar difficulties. Secondly, pupils attend weekly classroom lessons, called guidance, when the teacher-counsellor is expected to facilitate discussions, workshops, debates, conduct lessons, information-giving sessions etc. on topics of relevance to the pupils' needs.

2.2.1.1 Individual counselling

Since the inception of the guidance and counselling programme at schools, individual counselling has been identified as the

core activity through which all the other activities become meaningful. Counselling is a one-to-one helping relationship that focuses on a person's growth and adjustment and problem-solving and decision making needs. This process is initiated by establishing a state of psychological contact or relationship between the counselor and the counselee

(Gibson and Mitchell 1990:32).

Pietrofesa *et al* (1980:p.83) defines counselling as

a relationship between a professionally trained, competent counselor and an individual seeking help in gaining greater self-understanding and improved decision-making and behavior-changing skills for problem resolution and developmental growth.

The three common goals of counselling are self-exploration, self-understanding, and behaviour change (Pietrofesa 1980:83).

2.2.1.2 Group counselling

In recent times group counselling has become an increasingly popular method to render structured and planned assistance to individuals who have various needs. Gibson and Mitchell (1990:32) define this service as

an activity designed to provide individuals with information or experiences that promote their career or educational understandings and personal social growth and adjustment.

Group counselling takes place in the context of a small and intimate group which facilitates group cohesiveness and the sharing of personal concerns. The focus is on problem solving and the adjustment needs of the person through a process that is very similar to individual counselling (Gibson and Mitchell 1990:32).

2.2.1.3 Group guidance

Group guidance focuses on providing information and experiences to prevent the development of problems. It provides information in the personal, social, educational and vocational fields that are not otherwise taught in other school subjects. Gazda (1984:6) who is quoted by Gibson and Mitchell (1990:33) states, that providing

accurate information for use in improved understanding of self and others was the direct emphasis in group guidance; attitude change frequently was an indirect outcome or goal. The leadership was provided by a classroom teacher or counselor who utilized a variety of instructional media and group dynamics concepts in motivating students and in obtaining group interaction...

Furthermore group guidance is described as an educational activity that is recommended for all students on a regularly scheduled basis. Thus, group guidance is an activity that places significance on cognitive or intellectual functioning in a bid to modify attitudes and behaviours.

2.2.2 Personnel

In Natal there are differing titles used for the personnel who are responsible for guidance in the schools. The Natal Education Department and the House of Representatives prefer the title teacher-counsellor for the specialist in the field and the guidance teacher assists the teacher-counsellor by taking guidance classes. In The House of Delegates the guidance counsellor is the person responsible for guidance and counselling and the guidance teacher assists by taking some of the guidance classes. The Department of Education and Training uses the term guidance teacher and PIDA (Panel for the Identification, Diagnoses and Assistance). In the KwaZulu Education Department there are school counsellors who are really inspectors and whose main responsibility is psychometric testing, and guidance teachers who are responsible for guidance classes.

2.3 THE RATIONALE FOR INTRODUCING GUIDANCE AND COUNSELLING SERVICES

The school guidance and counselling programme developed as a result of local, national and international conditions as well as advances in technology, which were confusing and threatening to individuals. The concern for the worth and dignity of each individual as well as the need for his best productive efforts formed the bases for guidance in the school (Mortensen and Schmuller 1959:v).

The rationale for introducing guidance and counselling services at schools was to provide personal contact and help for a pupil in his development. According to Shertzer and Stone (1981) the

following factors necessitated the provision of a specialised school guidance and counselling service:

- i) Changes in the structure of society.
- ii) Pregnancies of unmarried teenagers.
- iii) Early marriages.
- iv) Drug and alcohol abuse.
- vi) The escalation of juvenile delinquency.
- vii) Lack of knowledge concerning the use of leisure time.
- viii) Pressure on traditional values and norms.
- ix) The high dropout rate in schools.
- x) Youth unemployment.
- xi) School violence and vandalism.
- xii) The inability of individuals to make a realistic career choice.
- xiii) Lack of knowledge regarding the principles of differentiated education.

A significant report entitled "Keeping Options Open" and published in 1986, focused entirely on school counselling and guidance programs. The report stated that

The country's future economic health provides a powerful imperative for improvement of guidance and counselling functions in the schools. We would add what we believe is another equally important argument - the entitlement of children to a public education that meets their abilities and needs.

(College Entrance Examination Board as
quoted in Gibson and Mitchell 1990:15)

In addition career awareness programmes were initiated as an integral part of the curriculum to ensure an appreciation of the dignity of work. Through the guidance programme it was envisaged that pupils would be afforded opportunities for exploring a

variety of career clusters (Gibson and Mitchell 1990:14).

2.4 THE AIMS OF SCHOOL GUIDANCE AND COUNSELLING

The aims that school guidance and counselling strives to achieve are to orientate students :

- i) to realise that life and their own existence are meaningful;
- ii) to assess and understand themselves;
- iii) to respect the human dignity of others and to have compassion;

(HSRC:1981b)

and

- iv) to aid students in understanding the variety, depth, and breadth of personal experiences, the opportunities available, and the choices open to them by helping them recognize, interpret, and act upon their personal strengths and resources. Its major purpose is to facilitate the personal development of students (emphasis added)

(Shertzer and Stone 1981:44).

According to Ndaba (1978:11) the ultimate objective of guidance and counselling is to

help the unique child to become what he is capable of becoming. Counselling per se is not an end in itself but it is a means, an integral part of the total educational goal of leading an individual to a more authentic existence than hitherto.

2.5 GUIDANCE AND COUNSELLING SERVICES IN SOUTH AFRICAN SCHOOLS

The National Education Policy Act No. 39 of 1967 introduced the system of differentiated education in the various education departments in the Republic of South Africa. The foundation on which this system is based is :

to provide differentiated education to pupils in accordance with their abilities, so that every pupil will be able to actualise his potential to the full;

and

to provide suitable guidance to pupils on educational and vocational choices that must be made in accordance with the personal aptitude and interest, and in consideration of the manpower requirements of the country.

(Haasbroek :1)

This education act not only radically changed the educational setup in South Africa but also had far reaching implications for guidance and counselling. Haasbroek is of the opinion that one of the most important implications was that "school guidance was accepted as an accomplished fact and the necessity for it was proved beyond all doubt" (Haasbroek: 1).

According to (Haasbroek: 11) school guidance can be regarded

as accountable assistance and support by the school guidance officer to pupils who require assistance and support in making an educational and vocational choice, so that on the strength of careful self-evaluation they obtain such insight into their situation ... with regard to their vocational future

in such a way that they can make an educational and vocational choice on their own responsibility....

For differentiated education to succeed, a guidance service functioning as an integrated ancillary service in the system of education was a requisite. The primary aim of school guidance was therefore to provide pupils with the education to which each one is entitled in accordance with his ability. The necessity for guidance as an integral part of the child's education

lies somewhere between ... two poles, namely the school's task of providing for every pupil the instruction and education to which he is entitled and the pupil's right of self-determination and individual choice

(Haasbroek: 6).

Government Notice R.2029 of 12 November 1971 also laid down the guidelines on which guidance and counselling should be based:

A pupil is given guidance in cooperation with the school staff, and due regard is taken of the wishes of the pupil and his parents. The guidance covers personal matters, educational choice and choice of a career

(Behr 1984:50).

It also provided for psychological, therapeutic, remedial and school visiting services. It laid down the procedure to be followed with regards to implementing the policy of differentiated education. The criteria that were stipulated included scholastic progress and achievement; standardised scholastic tests; biographical particulars; medical reports personality; aptitude and intelligence tests and age.

From a study of these regulations and other official reports, it is clear that school guidance is visualised as an auxiliary educational service undertaken by experts, to assist every child to actualize his potential in accordance with his ability, aptitude and interest (Behr 1984:50).

2.6 THE DE LANGE REPORT

In 1981 the government appointed investigation into education under the chairmanship of Professor J.P. de Lange, released its findings. The de Lange Commission concluded that school guidance was an essential aspect of a child's education with due allowance for the needs of the country on the one hand, and to his right to self-determination and to make his own choice on the other. The Main Committee also distinguished between general guidance and career education. Both, it felt, should be provided by suitably trained personnel. The Main Committee also reported that the guidance includes psychological, career, therapeutic and remedial services. The de Lange Commission proposed that the term careers counsellor be used to describe the work done by the person who is responsible for careers guidance at schools and guidance clinics and the term school counsellor was proposed for the person who has to assume responsibility for general guidance (HSRC Report of the Work Committee: Guidance 1981a).

The Main Committee also reported that there were a number of inadequacies in the guidance services especially in regard to career education. The Main Committee reported that the provision of school guidance for Coloureds was totally inadequate, while there was very little or no provision for Blacks, despite legislation which made it possible (HSRC Report of the Work Committee: Guidance 1981a).

CHAPTER 3

METHODOLOGY

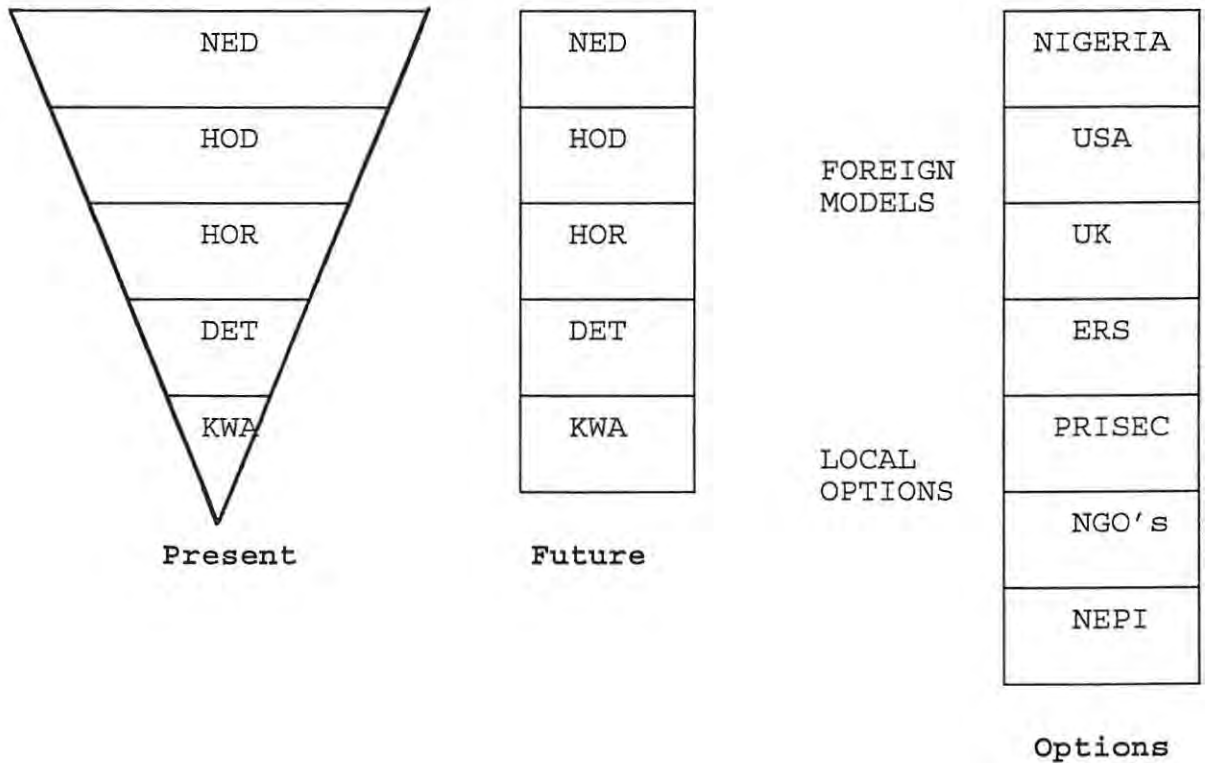
3.1 INTRODUCTION

The aim of this research is to survey the present state of guidance and counselling in the education departments in Natal and to examine alternative models that are currently being proposed. A study of the present state of guidance and counselling was necessary to determine the nature and extent of the historical imbalances that exist in the provision of guidance services. In order to do this it was necessary to know what was happening at present in the various education departments; what were the strengths, weaknesses, resources, structures, personpower and expertise. If the imbalances of the past were to be redressed thought must be given to the characteristics of a future educational dispensation, that is, whether it would be democratic, whether there would be a single education department, a single education ministry or a decentralized system of education. In addition the issue of how guidance resources would be equitably redistributed so that all pupils would have equal access to these services, needs to be considered.

A comparative study was undertaken in order to gain insights into what was happening in foreign guidance systems (United States of America, United Kingdom and Nigeria) and to see how relevant they were to South African education in the context of present educational realities which include limited resources and the need to redress past imbalances. Similarly local proposals, the Educational Renewal Strategy (ERS), Private Sector Educational Council (PRISEC), opinions of the education departments in Natal and the National Education Policy Investigation (NEPI), were examined in the light of feasibility (resources and political aspirations) with respect to the current set-up and restrictions.

The following diagram illustrates the present state of guidance services in Natal and a model for the future where resources are distributed equally and the different options that exist.

Figure 2



KEY

NED = Natal Education Department
HOD = House of Delegates
HOR = House of Representatives
DET = Department of Education and Training
KWA = KwaZulu Department of Education
USA = United States
UK = United Kingdom
ERS = Educational Renewal Strategy
PRISEC = Private Sector Educational Council
NGO's = Non Governmental Organisations
NEPI = National Education Policy Investigation

Data on foreign models of guidance and counselling and future policy options was obtained by surveying the literature. Since there was a paucity of data in respect of what was happening in guidance and counselling in the education departments, the researcher decided to obtain the necessary data through three methods, viz. a survey of the literature, the interview and a survey. The interview was chosen as a primary data gathering tool to survey the present state of guidance and counselling in Natal, as the researcher believed that this would give him more information about the state of guidance and counselling in the education departments and that a personal one-to-one relationship would allow the interviewees to share their thoughts on the future of guidance and counselling. Powney and Watts (1987:2) state that

interviewing is a particularly useful way to gather people's views as one formulates research hypotheses.

According to Powney and Watts (1987) the interview in some cases may be the main source of information which is supplemented with other sources such as the questionnaire. The questionnaire was used to verify at grassroots level what was happening in guidance and counselling and to sound out guidance and counselling teachers' opinions on the future of this service.

3.2 THE INTERVIEW

According to Kelly (1969) who is quoted by Cohen and Manion (1985:291) the research interview is

a two-person conversation initiated by the interviewer for the specific purpose of obtaining research-relevant information, and focused by him on content specified by research objectives of systematic description, prediction, or explanation.

The unstructured interview was chosen as a research technique as it granted both the researcher and interviewee greater flexibility and freedom. One of the education departments requested that the interview schedule be given to them in advance and the researcher felt that prepared views, opinions and data may be presented which may have distorted what was really happening in guidance and counselling in that department. Therefore the unstructured interview was used where the "... questions asked, their content, sequence and wording are entirely in the hands of the interviewer" (Cohen and Manion 1985:293).

The main characteristics of the unstructured or loosely structured interview is that the interviewer retains control throughout the whole process. There are a set of questions to be answered, but they are not in a prescribed order and it is the interviewer's issues that matter (Powney and Watts 1987).

One-to-one interviews were conducted because they are easier to manage, confidentiality can be more easily maintained and analysis is easier. Furthermore the researcher is a qualified guidance counsellor by profession and interviewing people is a skill that he has already acquired, hence the choice of this research method.

3.2.1 The population

One of the aims of the research was to find out what was happening in terms of guidance and counselling in some of the education departments. The heads of psychological services who were responsible for implementing guidance and counselling services, were identified as persons who could provide data relating to the state of guidance and counselling at their schools and who were most likely in a position to offer comment on future trends of this service. Hence, the population group for the interview method was all the heads of psychological services.

3.2.2 The sample

It was decided to interview the head of psychological services or their designated representative if the former were unavailable. No generalisation to the population was intended as the sample was one of convenience and not randomly chosen. The sample constituted the following personnel who were employed by the various education departments in Natal in the capacity of head of psychological services (or their representatives):

Mr. D.M. Gumede - Head of psychological services of the Department of Education and Culture : KwaZulu Government.

Mr. P.B. Singh - Head of psychological services of the Department of Education and Culture :House of Delegates.

Mr. A. Seckle (Senior school psychologist) and Mrs. A.L. Domingo (school psychologist) of the Department of Education and Culture :House of Representatives: Natal Region.

Mr. D.N.W. Ngcobo - Senior Deputy Chief Education Specialist of Department of Education and Training

Mr.A.J.J. Brownell - Head of Educational-Psychological Support Service of the Natal Education Department.

3.2.3 The procedure

Having elicited permission from the education departments to undertake this research, the researcher scheduled appointments with all interviewees by telephone. The interviewees were informed about the research and its goals and mutually agreed times, dates and venues were arranged. Prior to the interview, the interviewees were informed that the interviewer was interested in the status quo of guidance and counselling at their schools and their thoughts on its future. The researcher sought permission from the interviewees to record the interview on audio tape. Interviewees were offered the opportunity to read the transcript to draw the researcher's attention to sensitive data that the interviewee was unwilling to be quoted in the research. None of the research participants exercised this option.

The following areas were covered in the unstructured interviews:

1. The objectives of the guidance and counselling service.
2. How guidance and counselling as a support service to pupils is implemented.
3. A description of the personnel who are responsible for guidance and counselling at school.
4. A description of the time allocated for individual and group guidance at school.
5. What was the teacher-counsellor: pupil ratio.
6. How the guidance and counselling programme was evaluated, supervised or monitored.
7. What were the department's plans for guidance and counselling in the context of a single education system.

At the end of the interview the researcher acknowledged the participants contribution to the research and when requested were assured that they would be provided with a summary of the researcher's findings.

3.3 THE QUESTIONNAIRE

The questionnaire was used to supplement and to verify data obtained from the interviews. It was the researcher's intention to find out what was happening in respect of guidance and counselling at grassroots level because sometimes there is a discrepancy between official policy as spelt out in policy documents and by departmental heads and what really transpires in the classroom (Nonyukelo M.Ed. in progress). The survey was chosen as a research tool because typically

surveys gather data at a particular point in time with the intention of (a) describing the nature of existing conditions, or (b) identifying standards against which existing conditions can be compared

(Cohen and Manion 1985:94).

3.3.1 The population

The population of the research were guidance counsellors, guidance teachers, guidance lecturers and the head of psychological services employed by The Natal Education Department, the House of Delegates Department of Education and Culture, the House of Representatives Department of Education and Culture, the Department of Education and Training and the Department of Education and Culture of KwaZulu.

3.3.2 The sample

Since no generalisations were to be made of the population, the researcher decided to use convenience sampling where participants who were immediately available and accessible completed the questionnaire. To increase the sample size, a sample was identified from the mailing list of the Natal Counsellors' Society. Twenty five questionnaires were posted to addressees on the same list. Since access to KwaZulu and the Department of Education and Training schools was difficult owing to political violence in Natal, the Head of Psychological services for Department of Education and Culture : KwaZulu and a guidance lecturer employed by the KwaZulu education department, were asked to complete the questionnaire.

3.3.3 Procedure

Since convenience sampling was used, participants who were guidance teachers or counsellors were approached to complete the questionnaire. Participants were informed about the research and its goals and were given the questionnaire to complete. When the survey was posted participants were given the necessary background and context in the form of a note that was attached to the questionnaire. Participants were informed that they could retain their anonymity. The researcher provided the participants with a self-addressed and stamped envelope and offered to provide feedback to those who were interested in the outcome of the

research. All participants were thanked for their time and effort. A copy of the questionnaire and information note is found in appendix A.

3.4 ANALYSIS OF DATA

3.4.1 The interview

All interviews were recorded on audio cassettes and thereafter transcribed. The data obtained from these transcripts was used throughout the study and is referenced in the following manner. The interviewee's name is followed by the term appendix B, indicating that the interview transcript is found in appendix B, for example (Singh, Appendix B). Since the spoken language does not always translate presentably in the written form, the transcripts were edited to make for easier reading (only slight technical and grammatical changes were made).

3.4.2 The questionnaire

All questionnaires were analyzed on computer and the collated data obtained from the questionnaires is found in chapter four and chapter five. Thirteen questionnaires were personally administered to respondents and of the twenty five questionnaires that were posted, thirteen were returned (a 52 % return rate). A total of twenty six questionnaires were analyzed. Data extracted from the survey and which is used in the study is indicated by the word respondent and a number assigned to the respondent's questionnaire.

CHAPTER 4

PRESENT SITUATION IN SOUTH AFRICA, WITH FOCUS ON NATAL

4.1 INTRODUCTION

The new requirements laid down in terms of the regulations promulgated under act 39 of 1967 led to a complete reorganisation of the psychological services in the different provinces. Each province has worked out its own system. In this study the following education departments will be discussed: the Natal Education Department; the Department of Education and Culture: House of Delegates; the Department of Education and Culture: House of Representatives; the Department of Education and Training; and the Department of Education and Culture: KwaZulu Government Services. Data obtained from the interviews and from the review of literature was used to describe the state of guidance in the education departments in Natal (sections 4.2, 4.3, 4.4, 4.5, and 4.6). Data obtained from the questionnaires describes guidance and counselling practices in the Natal education departments from the perspective of guidance teachers and counsellors (section 4.7).

4.2 NATAL EDUCATION DEPARTMENT (NED)

4.2.1 Background

Guidance and counselling services started in 1944 when the Natal Education Department appointed its first departmental psychologist. The service that was offered included the administration of intelligence tests in schools and educational and vocational guidance when the need arose. In the 1950's time was set aside for specific teachers, normally senior members of staff who had expressed an interest, to give vocational guidance to pupils. The turning point in the development of guidance and counselling services in the Natal Education Department came in 1967 when the Education Act No.39 of 1967 laid down that

education "must be differentiated in accordance with the ability and aptitude of and interest shown by the pupil and the needs of the country" (Vos and Brits 1990:69).

Since this legislation indicated that "guidance is an essential service which holds a key position in the system of differentiated education" the Natal Education Department initiated a new, more intensified service (Natal Education Department 1988:2). In 1974 a Head of Psychological and Guidance Services, two assistant Heads, eleven school psychologists, eight speech therapists and thirty five remedial teachers were appointed. In addition various child guidance clinics were established (Ezekowitz 1981). The personnel at the clinics dealt with general, scholastic, emotional, behaviour and speech problems. Counselling of pupils and parents as well as psychotherapy was also undertaken. Furthermore guidance facilities were provided in the schools. At secondary school level the posts of teacher-counsellor and guidance teacher were created (Behr 1984). Posts for teacher-counsellors were allocated to schools on the basis of one per 600 pupils. Theoretically, this means that a school over 1200 should have two teacher-counselors. However, this is rare and most secondary schools with a minimum of 600 pupils have one full-time teacher-counsellor who is accountable to the principal. With the exception of five or six schools which "have lost their counsellors" (Brownell, Appendix B) all Natal Education Department Schools employ teacher-counsellors who are responsible for individual and group guidance.

According to Esekowitz (1981) who quotes 1980 statistics, there were 76 secondary schools in Natal and there were 93 teacher-counsellors appointed in these schools whose qualifications ranged from a B.A. H.E.D (guidance) to the B.Ed. (Guidance). The basic qualification for teacher-counsellors presently is a degree with either education or psychology as a major subject or a higher education diploma which includes courses in guidance and counselling. However, many of the teacher-counsellors have

improved their qualifications with the Bachelor of Education Degree (Educational Psychology) and some have completed their masters degrees in psychology (Brownell, Appendix B).

In terms of structure for the delivery of school psychological and counselling services, schools fall within districts. Each of these districts has its own school clinic staffed by administrative workers, educational psychologists, social workers and remedial teachers. Pupils who are experiencing behavioural, academic or emotional problems are referred to these clinics. At the school level teacher-counsellors are full-time members of the staff and are accountable to the principal of the school and make referrals to the clinic to which the school is attached (De Jong and Lazarus 1992).

However with the significant reduction in the number of specialist staff owing to the cut backs in the education budget, the existing school psychological and counselling services were restructured and renamed. The new Educational-Psychological Support Service (EPSS) moves away from the traditional focus of providing direct services to individual pupils to an "indirect service delivery model which will enable scarce specialist resources to be more evenly distributed among schools" (Natal Education Department 1992).

This new service delivery model has several implications.

- i) The abolition of School Psychological Clinics means that all professional services will in future be school-based.
- ii) Psychologist services would be more accessible and the results of psychological intervention would be discussed personally with teachers and parents, reducing the amount of professional time spent on unproductive administrative activities.

- iii) There will be significantly fewer remedial teachers, and they will now be based at remedial units established at five schools.
- iv) The guidance team (in primary schools) and the teacher-counsellor (in secondary schools) are central to the effective functioning of the new service delivery model (NED Circular No. 7/92).

4.2.2 Aims of guidance and counselling

According to the Natal School's Handbook, guidance and counselling is an essential service offered to

pupils on a group and individual basis and aims to assist them to develop their capacity for self-direction by promoting self-acceptance, increasing self-understanding and encouraging realistic self-evaluation. It is equally concerned with the preparation of pupils to meet the demands of society in particular, and of life in general, by helping them to formulate sound philosophies of life...

(Natal Education Department 1988:2).

4.2.3 Description of the services

Guidance and counselling has four primary components namely group guidance, individual counselling/guidance, administration and psychometric testing. The Natal Schools Handbook states that in building the teacher-counsellor's time-table, group guidance must be apportioned first and thereafter the rest of the time should be divided to the non-teaching components (Natal Education Department 1988).

4.2.3.1 Group guidance

This is a compulsory non-examination subject and has a minimum allocation of one period per fortnight for all standards. Group guidance attempts to provide pupils with information and insights which will foster improved self-understanding and understanding of others, and "to provide the counsellor with information which should facilitate more meaningful individual intervention whenever necessary" (Natal Education Department 1988:5).

Guidelines are suggested to teacher-counsellors where topics such as self-development, career education, sex education, study methods and so forth are recommended and teacher-counsellors draw their own syllabuses based on their pupils' need (Brownell, Appendix B).

The group guidance programme has three components namely, personal/social guidance, educational guidance and careers education.

- i) Personal/social guidance attempts to "foster realistic knowledge of self and healthy inter-personal relations."
- ii) Educational guidance focuses on maximising scholastic progress, alerting pupils (and correcting where possible) the causes of underachievement and assisting pupils with decision-making of problems of an educational nature.
- iii) Careers education "focuses on the application of knowledge of self and of some principles of problem-solving and decision-making to the demands of the world of work and of further education"

(Natal Education Department 1988:5-6).

In terms of personnel who offer group guidance lessons, the teacher-counsellor is responsible "but in many cases there are teachers in other departments who are assisting the guidance department" (Brownell, Appendix B).

Classes are also allocated to other teachers who are not necessarily qualified to teach guidance, to make up their teaching time. When the time-table is drawn, teachers who do not have full teaching loads, are asked to take group guidance lessons.

4.2.3.2 Individual counselling

According to the Natal School's Handbook individual counselling is an aspect of service delivery which is often neglected, either because time is not specifically designated for it or when time is set aside, counsellors do not have access to pupils. Provision is made on the time-table for the counsellor to see pupils on a fortnightly basis when they do not attend group guidance classes. However with the increased academic teaching loads of teacher-counsellors, most of the individual counselling takes place during tea or lunch break and after school hours. Very little time is allocated within the framework of the school time-table (Brownell, Appendix B).

4.2.3.3 Psychometric testing and administrative functions

Teacher-counsellors who are accredited testers are responsible for the administration and scoring of a number of group psychometric tests. These tests are used to assist pupils to make considered career and/or educational decisions. In addition teacher-counsellors organise career evenings, develop career libraries and organise excursions to career fairs. Furthermore the teacher-counsellor has several administrative duties. These include keeping up-to-date records of interviews, writing reports on pupils, keeping filing up-to-date and handling applications for bursaries, loans, employment and admissions to training and

educational institutions.

4.2.3.4 Supervision of guidance and counselling services

At the Natal Education Department the work of teacher-counsellors and the guidance and counselling programme is co-ordinated by the Head of Educational-Psychological Support Service, who also has to co-ordinate other psychological services since there was a cutback of personnel in psychological services. This poses obvious difficulties and Mr.A.J.J. Brownell states that it has become " very difficult to supervise every single school on a one to one basis supervision is frequently from a distance" (Brownell, Appendix B).

4.2.4 **Cutbacks in the education budget and implications for guidance and counselling**

The Natal Education Department had to take drastic action as a result of cutbacks in the education budget. There was a 50 % reduction of personnel employed in psychological services which necessitated a restructuring of existing guidance and counselling services. The school clinics were abolished and there was a reduction in the number of specialist staff such as school psychologists. Furthermore teacher-counsellors were allocated more teaching time and consequently had little time for individual counselling.

4.3 DEPARTMENT OF EDUCATION AND TRAINING

4.3.1 **Background**

The system of education that was designed for blacks had its foundations and philosophy deeply rooted in the apartheid policy of the South African government. It has been argued that the black education system was appropriately designed to provide black children with limited skills so that they could take up subordinated positions that awaited them in the workplace (De

Jong and Lazarus 1992). This was in keeping with the philosophy of the then Minister of Bantu Education, Dr.H.F.Verwoerd, one of the principal architects of apartheid who declared

The Bantu must be guided to serve his own community in all respects. There is no place for him in the European community above the level of certain forms of labour. Within his own community, however, all doors are open for him. For that reason it is of no avail for him to receive training which has as its aim absorption into the European community while he cannot and will not be absorbed there

(Malherbe 1977 as quoted by Chuenyane 1990:25).

Chuenyane (1990) who refers to a UNESCO (1972) study of South African education, is of the opinion that black children were taught to consider themselves to be inferior and white children were educated to think that they were superior. It is therefore not surprising that the amount of resources allocated to black education was extremely limited which had obvious implications for the provision of a guidance and counselling service.

The first Psychological Services by the Department of Bantu Education was established in 1960 and consisted mainly of testing the aptitudes and interests of pupils. This service was grossly understaffed with only nineteen school inspectors who were modestly trained, mostly with short courses (De Jong and Lazarus 1992:) According to Dovey (1980) who is quoted by Chuenyane (1990:27) these "school counsellors" who were externally based and itinerant, were responsible for maintaining a superficial testing service and this constituted

a form of social bookkeeping, used for statistical and research purposes rather than for guidance and aimed at guiding vocational decisions according to the manpower needs of the country.

By 1975 the situation had not improved. There were thirty "trained school counsellors" who were responsible for delivering psychological services to 12 573 black schools with 3 731 455 pupils, resulting in a counsellor-pupil ratio of 1: 124 382 (Chuenyane 1990). It is therefore not surprising that Ndaba (1978) concluded that there were no guidance and counselling services in black schools. De Jong and Lazarus (1992) maintain that the situation is much the same in 1992.

In 1981 in the wake of the widespread boycotts of black pupils of 1976 and 1980, school guidance was introduced as a separate non-examinable school subject in the junior and senior secondary schools. In certain schools this development corresponded with the introduction of posts for guidance teachers. However these teachers were not adequately trained to offer guidance and counselling services and at most had attended "crash courses" offered by the Department of Education and Training. Chuenyane laments that these developments "preceded the proper and sufficient training of guidance personnel" (1990:27).

Furthermore, it has been argued that

the hidden agenda of the guidance service included a strong social control dimension whereby blacks are seen mostly as labour units for the white-dominated economy

(De Jong and Lazarus 1992:23).

Therefore it was not surprising that guidance was viewed suspiciously by black pupils, parents and the community, with the result that it received a low status and was neglected. In order to fill this vacuum it became necessary for externally based non-government organisations such as the Career Research Information Centre (CRIC) and the Education Information Centre (EIC) to provide career guidance and counselling for black pupils on a large scale (Chuenyane 1990).

4.3.2 Description of the services

In 1979 the Education and Training Act Number 90 was introduced and declared that

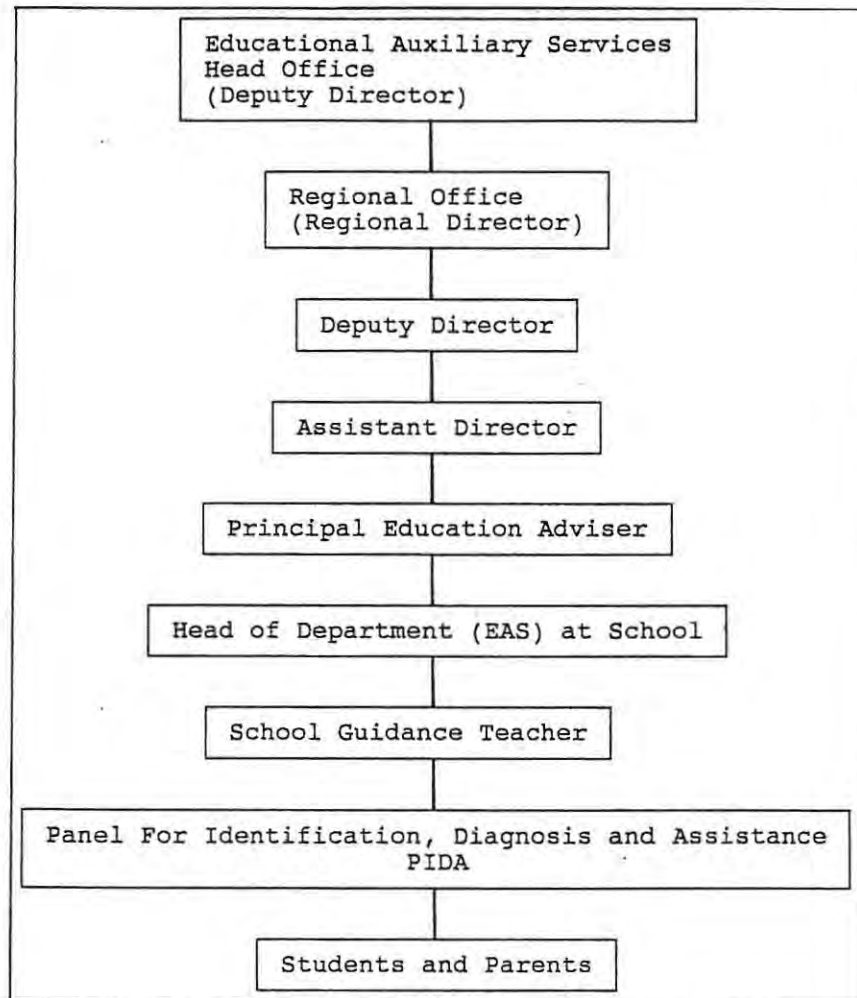
Education shall be provided in accordance with the ability, aptitude and interest of the pupils as well as the training needs of the country, and to this end appropriate guidance will be given to pupils

(Behr 1984:200).

This Act gave new impetus to the activities of the psychological and guidance services. The Department of Education and Training then established the Educational Auxiliary services to provide for the guidance needs of its pupils. This service was created out of the recognition of the role that the school played in children's lives. The school aimed at educating the child as a whole by equipping him or her with the skills and knowledge to make a success of his or her life. It was also the school's responsibility to tend to all the needs of the child and to assist and guide the pupil whenever he or she experienced problems.

The following organogram illustrates the structure of the Educational Auxiliary Services (EAS) (adapted from Module 7: DET (EAS) 1987:4)

Figure 3



The EAS is divided into five sections:

- i) Psychometric and Edumetric assistance (testing)
- ii) Orthopedagogic Assistance
- iii) Guidance
- iv) Remedial Education
- v) Sociopedagogic Assistance (Welfare)

The structure of the EAS in the schools constitutes three key components which are :

- i) Remedial education (specialists)
- ii) Guidance (specialists)
- iii) Guardianship/Homeroom Education (all teachers)

4.3.2.1 Individual counselling: appointment of teacher-counsellors

In the schools that are administered by the Department of Education and Training there are no school counsellors as such. The counselling services are provided by circuit inspectors and Heads of Department (Educational Auxiliary Services) and by the Panel for Identification, Diagnoses and Assistance (PIDA) (Ngcobo, Appendix B). The qualifications of the personnel who are responsible for delivering guidance and counselling services "... are very, very modest ... " with a degree in education or psychology (Ngcobo, Appendix B).

4.3.2.2 Panel for identification, diagnosis and assistance (PIDA)

The Director-General of the DET in his annual report for 1986 stated that one of the most important aims constantly pursued in school guidance

is to lead the child to self-actualization and that since a system of guardianship lies at the root of School Guidance, special attention has been given to its establishment and practice at schools

(Behr 1988:113).

Thus the central thrust of guidance and counselling services in Department of Education and Training schools is the Panel for Identification, Diagnoses and Assistance of children with problems. Van Greunen (1990) states that PIDA has three functions,

- i) Identification of children with problems which is done at school level by parents or teachers.
- ii) Diagnosis which is the assessment of the problem.
- iii) Assistance which is the therapeutic input.

Through the system of Home Room education every teacher in the employ of the Department of Education and Training is supposed to be involved in the activities of PIDA (Mophethe 1990). PIDA is normally chaired by the principal or Head of Department of Educational Auxiliary Services in secondary schools. The guardian/class teacher is responsible for identifying and assisting pupils with problems in his/her class and if the teacher is unable to resolve the problem then the pupil is referred to a Minor Committee which consists of all the guardian teachers of that particular standard. If the problem still remains unresolved then PIDA (which is made up of standard guardians, one per standard) is consulted. According to De Jong and Lazarus PIDA "has had limited success in secondary schools but appears to be more manageable and effective at primary school level" (1992:25)

Mr. D.M.W. Ngcobo of the Department of Education and Training also indicated that one of the weaknesses of PIDA is that it concentrated on record keeping such as minutes, and that certain members of PIDA became preoccupied with this rather than the pupils' problems (Ngcobo, Appendix B). Another weakness of PIDA is that too many teachers are involved offering guidance to pupils, resulting in poor teamwork and co-operation (Respondent 4).

4.3.2.3 Head of department (educational auxiliary services)

The Department of Education and Training schools introduced the post of H.O.D. (EAS) to plan, organise, and co-ordinate guidance and counselling services at schools. However, it must be pointed out that not all schools have such H.O.D.s. The job description of the H.O.D. (EAS) includes providing both individual and group guidance to pupils, interviewing parents, teachers and pupils, assisting with the organisation of psychometric and edumetric evaluation, organising and implementing PIDA and providing educational and vocational guidance (Department of Education and

Training 1987; Ngcobo, Appendix B).

4.3.2.4 Group guidance

Two periods per week are allocated on the school time-table for group guidance in each class (Department of Education and Training 1992; Ngcobo, Appendix B). Group guidance is the direct responsibility of the H.O.D. (EAS) and he or she is assisted by guidance teachers. The principal nominates teachers who show an interest in guidance and sometimes a questionnaire is used to identify guidance teachers. Classes are also allocated to other teachers who are not necessarily qualified to teach guidance, to make up their teaching time (Ngcobo, Appendix B). Group guidance is applied in the classroom according to a set syllabus and the content focuses on four areas:

- i) Educational guidance
- ii) Personal guidance
- iii) Social guidance
- iv) Vocational guidance

Since guidance teachers are not necessarily qualified and are sometimes chosen to teach guidance in order to make up their teaching loads, guidance lessons are not optimally utilized and Nonyukelo (M.Ed. in progress) states that this period is often used for teaching other subjects. This finding contradicts Behr (1984:213) who states that every secondary school has its own trained guidance teacher.

4.3.2.5 Supervision of guidance and counselling services

At the Department of Education and Training, the Senior Deputy Chief Education Specialist of Department of Education and Training co-ordinates the guidance and counselling programme. A team of circuit inspectors (guidance and counselling) are responsible for delivering services to schools which includes handling school referrals, addressing parents at meetings and

administering psychometric tests. In addition the work of the Head of Department (Educational Auxiliary Services) is supervised.

4.3.3 Cutbacks in the education budget and its implications for guidance and counselling

Given that resources are limited for black education because of the inequities of the state's apartheid policy, the budget for educational auxiliary services is very small. Mr. D.M.W. Ngcobo states that guidance and counselling services often get the last financial consideration and are often the first to experience cutbacks (Ngcobo, Appendix B). Owing to financial restrictions, it was not possible to free the Head of Department (Educational Auxiliary Services) from teaching academic subjects. Furthermore this post was not introduced to all schools for the same reason. Large pupil numbers, lowly qualified staff and limited financial resources seriously undermines the quality of guidance and counselling services in Department of Education and Training schools.

4.4 HOUSE OF REPRESENTATIVES

4.4.1 Background

When the system of differentiated education was introduced in 1967 the education department of the then Coloured Affairs Department, established a special education support service which incorporated careers guidance, specialised education, speech therapy and social welfare. The rationale for providing guidance services was that the successful implementation of differentiated secondary education depended on adequate guidance being given to pupils in their choice of subjects. According to De Jong and Lazarus (1992) the department was prompted to introduce compulsory school guidance by the developing economy. This was initiated when guidance was introduced as a school subject in

standard six and seven in 1967 and by 1969 this included standards nine and ten. Consequently at least one teacher in each school was assigned the task of giving this guidance. However, a shortage of trained teachers to undertake this work has been a limiting factor.

In the 1970's the Department made a concerted effort to establish guidance services in both primary and secondary schools. The thrust of this initiative was psychological group-testing programmes, supervision of existing guidance programmes and in-service training programmes. However the emphasis was on psychometric assessment (De Jong and Lazarus 1992).

4.4.2 Description of services

With reference to the structure and management of guidance and counselling services of The House of Representatives : Natal Region, a senior school psychologist and school psychologist are in control. Their role function is to supervise the work of teacher-counsellors and guidance teachers. This includes offering in-service training workshops which are done on a very limited scale, handling referrals made by the teacher-counsellors and that of the primary schools and evaluating the work of teacher-counsellors and guidance teachers (Seckle and Domingo, Appendix B).

The D.E.C. Manual and Programme for School Guidance, standard five to standard ten (1991:9) makes a differentiation between guidance teachers and teacher counsellors. The former are "... teachers who assist with guidance but are primarily concerned with other subjects" whereas the latter "holds a specialist post and is primarily concerned with the organisation and presentation of the Guidance Service". It is the policy of the department to employ one teacher-counsellor per high school. However, only 9 out of the 15 high schools in the Natal Region have teacher-counsellors (Seckle and Domingo, Appendix B).

In the primary school the class teacher normally takes charge of

guidance unless the principal makes alternative arrangements.

According to the D.E.C. Manual school guidance, whilst being an integral aspect of education, is a specialised auxiliary service. The goal of school guidance is to assist each pupil towards the fullest possible realisation of his/her abilities. The accent is on achieving self-actualization by means of identity formation through focusing on the following areas: educational, personal, social and general, family and vocational.

The aim of school guidance is to accompany the pupil in the total educational experience by means of individual and group guidance in a systematic and organised manner. It helps the discovery and understanding of his unique personal potentialities, the formulation of an independent viewpoint, the making of individual decisions consequently making an independent contribution to society. This enables the pupil to develop his God-given mandate in life, to achieve self-actualization and to orientate himself continuously to the demands of an ever-changing world

(House of Representatives 1991:2).

4.4.2.1 Group guidance

The principal is charged with the responsibility of allocating the prescribed guidance periods and has to ensure that they are utilised regularly and correctly. One period per week is allocated to all classes from standard five to standard ten. If the teacher-counsellor cannot take all the group guidance classes because of the enrolment of the school, the principal nominates other teachers to assist the teacher-counsellor. According to the D.E.C. manual it is desirable for two teachers to be responsible for guidance in a secondary school with an enrolment of 500 or less and two to four teachers if the enrolment exceeds 500.

However in practice classes are also allocated to other teachers who are not necessarily qualified to teach guidance, to make up their teaching time. Thus whilst guidance is normally taken by the teacher-counsellor it is also a "time-table filler" (Seckle, Appendix B). Another deviation from policy is reported by Livingstone (1984) who states that guidance periods are sometimes used for other instruction or subjects, because of the shortage of suitably qualified guidance teachers.

The Department of Education and Culture: House of Representatives has issued their school counsellors with a syllabus to follow for guidance lessons. The topics cover the personal, social, educational and vocational spheres of guidance.

4.4.2.2 Individual guidance

Although the D.E.C Manual discusses individual guidance, its objectives, procedures and techniques, it does not explicitly allocate time for the teacher-counsellor to see pupils for individual guidance. According to the school psychologist the teacher-counsellor is allocated four periods per week for individual counselling on the time-table and "usually tries to see the child either after school or in breaks" (Domingo, Appendix B.).

According to a teacher-counsellor who completed a questionnaire for this study "not enough time is allocated for this service" (Respondent 15).

4.4.3 Qualification of personnel

With reference to the qualifications of the teacher-counsellor the D.E.C. Manual (1991:10) states that

the teacher-counsellor should have a Bachelor's degree with psychology as a major subject and a recognised teacher's qualification. It is desirable for the

teacher-counsellor to have had previous teaching experience. Since a Master's degree in Psychology is a requirement for registration as a psychologist with the South African Medical and Dental Council, Teacher-Counsellors are strongly advised to improve their qualifications.

According to Mr.A.Seckle heads of department posts for guidance and counselling have "been approved in principle but ... there's no money at the moment... (Seckle, Appendix B).

However, teacher-counsellors are allowed to teach academic subjects (they may not use more than a quarter of their teaching periods) to enable them to seek promotion in a direction other than school guidance should they desire to do so (D.E.C.Manual 1991).

4.4.4 Cutbacks in the education budget and its implications for guidance and counselling.

In the recent past the central government has implemented a policy of fiscal restraints and severe cutbacks in the education budget and the cutbacks had consequences for guidance and counselling services. Although the guidance and counselling services have not been reduced because of budgetary considerations, the growth of the service has been adversely affected. Since the 1970's teacher-counsellors have been appointed at schools in phases and it was envisaged that every school would have a teacher-counsellor appointed. However with the present restraints placed on the education budget this has not been possible. Mr.A.Seckle's comment in this respect is "because of policies they stopped giving us more counsellors (Seckle, Appendix B)".

This situation is not likely to improve especially in the light of the rationalisation plans where it is anticipated that up to ten teaching posts at high schools and four posts at primary

school level would be lost (The Saturday News, October 10 1992).

4.5 HOUSE OF DELEGATES

4.5.1 Background

In 1965 the responsibility for Indian education was transferred from the provincial councils to the Department of Indian Affairs. The creation of the Division of Indian Education meant that a uniform policy could now be formulated for all Indian schools throughout the country, in keeping with the separatist and apartheid policy of the state. One of the significant developments that this new department initiated was the establishment of a school psychological and guidance service and the implementation of a differentiated system of education (de Klerk and Nieuwenhuis 1982). Prior to 1966 Psychological and Guidance services were not extended to Indian pupils (De Jong and Lazarus 1992).

The implementation of the National Education Policy Act (39) of 1967 which stated that education must be provided in accordance with the abilities interests and aptitudes of the pupils and to meet the manpower needs of the country, accelerated the development of guidance and counselling services in the Indian Education Department. According to De Jong and Lazarus (1992:18) "a striking feature of this system was the emphasis on guidance and counselling".

For differentiated education to succeed pupils had to receive guidance which would enable them to make educational choices and thereafter receive the necessary training which corresponded with their post-school vocational aspirations. Thus guidance became the cornerstone of the educational system with the guidance counsellor playing a central role in directing pupils in crucial decisions affecting their future. Immediately after the education department for Indians was established, a psychological service

was created and an inspector of psychological services was appointed. This inspector was assisted by suitably qualified teachers who were seconded to the service. In 1973 the department appointed a guidance and counselling officer to initiate and organise the service.

In his report for 1976 the Secretary for Indian Education stated

Guidance and counselling services are gradually but surely taking their rightful place in schools, particularly in those high schools, where these services are offered by professionally qualified counsellors or counsellors-in-training

(Behr 1984:274).

By 1983 guidance and counselling services were firmly established in both primary and secondary schools, and the work was being undertaken by qualified school counsellors and guidance teachers under the supervision of a senior psychologist and six psychologists. Special attention was being given to career guidance in secondary schools (Behr 1984). The name of the education department that now controls Indian education is the Department of Education and Culture: House of Delegates.

4.5.2 Description of Services

Guidance is seen as a process which occurs throughout the schooling career of the pupil which strives to help the individual to obtain a better understanding of himself/herself and his/her potential and of his/her relationship to the world. The emphasis has moved away from advising pupils to guiding and counselling pupils so that pupils can set goals and make their own decisions, as well as accepting the consequences for these decisions. The aim of guidance is to empower pupils to set their own life goals through an informed decision-making process and to take responsibility for the consequences of their decisions.

According to a departmental guide (Department of Internal Affairs: 1-2) guidance is a process where the pupil is

expected to acquire coping skills and survival techniques to enable him/her to lead a full and meaningful life ... guidance aims at self-actualization ...

According to De Jong and Lazarus (1992:19) the person-centred approach is implicit in the model of this model of guidance and "appears to be encompassed in the approach taken in assessing the pupils' needs before designing a guidance programme."

Whilst guidance and counselling are often regarded as synonymous, the Department of Education and Culture : House of Delegates makes a distinction and sees them performing separate functions.

4.5.2.1 Guidance

The term guidance refers to a compulsory, non-examination subject for which one period per week is allocated to each class from class one to matric. Whilst a departmental guide (Circular minute AM of 1983) suggests a programme of work for guidance, the programme is a very flexible one with guidance teachers developing their own programme based on the needs of their pupils. The kingpin of the guidance programme in secondary schools is the guidance counsellor who in conjunction with other guidance teachers and under the direction of the principal identifies the needs of the pupils and plans the group guidance programme at school. The education department recognises that guidance is a specialist function to be performed by specially trained personnel. This is not always the case and guidance classes are sometimes allocated on the basis of making up teaching time or to suit the construction of the school timetable. Whilst some teachers (including the guidance counsellor) who offer group guidance lessons have guidance method as a subject in their H.D.E or B.Ed., most are unqualified.

Although guidance lessons are structured to cover the personal, social, recreational and vocational needs of the pupils, special emphasis is assigned to vocational guidance. Hence career awareness programmes are an important aspect of the guidance programme.

4.5.2.2 Counselling

Counselling involves a more personal, intimate contact between the counsellor and the client. Pupils are referred to the guidance counsellor by teachers, parents and sometimes outside agencies for assistance for personal, social, emotional, educational and vocational difficulties that they experience. The guidance counsellor's caseload is also made up of self-referrals. All secondary schools with a population of over 500 are entitled to a guidance counsellor who is allocated 30 periods of counselling per week. Counselling is only undertaken by professionally qualified counsellors and counsellors-in-training (Department of Education and Culture). In addition to the counselling services offered by the school guidance counsellor, pupils are also referred to school psychologists and welfare agencies.

However with budget cutbacks and the rationalisation of staffing, the number of periods allocated for individual counselling is expected to be drastically reduced and guidance counsellors may now, more than the past, be expected to teach examination subjects. Full-time counselling posts in the future would be rare as the department can no longer "... afford a counselor on a full-time basis..." (Singh, Appendix B). At present provision is made on the time-table for a minimum of 12 periods a week for individual counselling.

4.5.3 Qualification of guidance personnel

In the House of Delegates there are approximately 130 qualified guidance counsellors of which 106 are employed in almost all of its secondary schools (Singh, Appendix B). Teachers who have the relevant teaching experience and either education or psychology as a major are selected to enrol for a post graduate qualification which would enable them to practise as guidance counsellors. All guidance counsellors have either the Diploma in Guidance and Counselling or the B.Ed (guidance and counselling) degree (Singh, Appendix B).

Therefore it is not surprising that Watts (1980) who is quoted by Behr (1988: 113) found that

as a broad generalisation, careers guidance provision [appears] to be particularly well developed among the Indians. Indeed, in some respects the Indian structure is even more highly-developed than that of some White schools - all Indian schools have a teacher-counsellor, and four-fifths have someone who holds a postgraduate diploma in counselling ...

Whilst the guidance teacher holds the rank of an ordinary teacher, head of department posts were created specifically for guidance and counselling and at present there are 32 Head of department guidance counsellors. But with the current spate of cutbacks, indications are that these posts will be phased out and the incumbents have been advised to seek parallel post transfers to other disciplines (Singh, Appendix B). According to the latter "there won't be future posts (head of department) for guidance and counselling".

4.5.4 Supervision of guidance and counselling services

A deputy chief superintendent is responsible for the guidance and counselling service. Together with a number of superintendents

and deputy superintendents, 50 % of whom have a masters degree in educational psychology, they supervise the work of the guidance counsellors, guidance teachers, handle cases which are referred to them and offer a counselling service to the primary schools.

4.5.5 Cutbacks in the education budget and its implications for guidance and counselling

The position in the House of Delegates is not as serious as in the Natal Education Department but cutbacks in the education budget is forcing education planners to trim the guidance and counselling services. The number of periods allocated for individual counselling has been reduced from 30 to 12 and guidance counsellors who previously did not teach any academic subject are expected to do so now to make up their teaching time. Furthermore the head of department (guidance and counselling) post which was introduced in 1985 is now being phased out because of financial considerations. This plan to rationalise guidance and counselling services would definitely affect service delivery and Mr.P.B.Singh conceded that the morale of the guidance counsellors would be affected and said " if I were in their position, I would feel very uncertain about my own future " (Singh, Appendix B).

4.6 KWA-ZULU DEPARTMENT OF EDUCATION AND CULTURE

4.6.1 Background

At present KwaZulu is a self-governing, non-independent state. It has a population of about 3,5 million people and 48 % of the total population are below 14 years old. This places tremendous pressure and responsibility on the education system to provide the necessary facilities (Vos and Brits 1990). According to Vos and Brits (1990) who quote 1985 statistics there are 559 secondary schools, with a total number of 2 220 666 pupils. The

average number of pupils per classroom is about 49 and the teacher/pupil ratio is 1:33. The total percentage failure in the matriculation examination is 67,7 %. Furthermore it is estimated that in 1982 there were about 500 000 children of school-going age not in school. To accommodate these students another 14 000 teachers would be needed.

4.6.2 Description of services

A study conducted by Ndaba (1978) concluded that there were no guidance services in the KwaZulu Education Department. The so-called "school counsellors" were really psychometric test administrators whose role function differed from that of school counsellors. Ndaba indicated that with effect from 1 July 1978 the status quo in respect of guidance services in the Kwa-Zulu Education Department would improve with the establishment of a psychological services section which would provide guidance services for its pupils (Ndaba 1978:16). Initially four counsellors would be appointed to cater for 714 945 pupils (1977 statistics) and would operate as test administrators. Ndaba (1978:19) argued that whilst guidance services might not solve all the perennial problems facing the Kwa-Zulu Education Department,

there is plenty of evidence indicating expanding areas of need in which trained counsellors could provide within the school a new dimension in the help available to children, young people, parents and society at large.

Since Ndaba's study, the state of guidance and counselling services has not improved significantly. The Head of Psychological services is responsible for guidance services and 24 inspectors, who function as school counsellors and psychometric test administrators, were appointed. Despite the large number of inspectors appointed nothing is done to promote and support guidance services (De Jong and Lazarus 1992).

4.6.2.1 Individual counselling

To date only four out of the 559 high schools in KwaZulu employ teacher-counsellors (Gumede, Appendix B). Thus very little appears to be offered in terms of counselling at schools in KwaZulu schools and this is reflected in the words of Mr. D.M. Gumede, the head of psychological services of the KwaZulu Education Department

we don't have guidance teachers in schools ... so you can see this is not an effective system as such because to be effective you must have people in the school doing the job ...

(Gumede, Appendix B).

4.6.2.2 Group guidance

Although the two periods allocated per week are on the timetable for group guidance from standard five to standard ten, these periods are not effectively used for group guidance. Mr.D.M Gumede attributes this to the fact that there are no " ... people who are qualified. So you find that they misuse the periods, they do other subjects because it's a non-examination subject" (Gumede, Appendix B).

Hence the majority of schools reflect guidance on their timetables but this is done to appease the inspectors and consequently very few schools offer an effective service to the students. The teacher who expresses an interest in guidance is nominated by the principal to take group guidance classes, even though he or she may not be qualified to do so. Guidance is sometimes allocated to teachers in an arbitrary manner to make up their teaching time. Consequently guidance and counselling services are not effectively organized and the status of guidance is very low and has been succinctly described by Venketsamy as a "Cinderella" subject where teachers have a "ball" ((De Jong and Lazarus 1992:27).

**4.7 THE PRESENT STATE OF GUIDANCE AND COUNSELLING SERVICES
AS PERCEIVED BY GUIDANCE TEACHERS AND COUNSELLORS**

4.7.1 Classification of respondents

The following table classifies the respondents.

Table 3

Education department	Number of respondents
Natal Education Department	7
House of Delegates	8
House of Representatives	4
Department of Education and Training	4
KwaZulu Department of Education	3

Total	26

4.7.2 Respondents' role in the guidance and counselling programme

96 % of the respondents were actively involved in the field of guidance and counselling. Their role in the guidance and counselling programme included; teaching group guidance lessons, offering individual counselling services to pupils and planning and co-ordinating guidance and counselling services at their schools.

4.7.3 Guidance and counselling services as described by guidance personnel at some schools in Natal.

92 % of the respondents described the nature of guidance and counselling services at their schools whilst 8 % (Department of Education and Training and Department of Education and Culture : KwaZulu) declared that these services did not exist in their schools. According to a respondent who completed a questionnaire and who is familiar with KwaZulu schools, guidance and counselling services are "not being provided at most KwaZulu

schools with which we work. If it is, it is haphazard" (Respondent 5).

According to the respondents, their schools offered several programmes in guidance and counselling. These included identifying pupils with problems, referring pupils to professionals such as social workers, doctors and psychologists, administering psychometric tests, and providing "a caring service which effectively contributes to the personal, social, educational and vocational well being of as many students as possible" (Respondent 18).

The respondents also stated that career workshops, guest lectures, visits to industry, educational institutions and career fairs and career libraries were offered as a vocational guidance and counselling service to their pupils. Teacher-counsellors worked closely with other teachers, parents and other professionals. They also worked with pupils who presented with a wide range of problems which included child abuse, substance abuse, anti-social behaviour, learning problems, underachievers, emotional disturbances and depression. Educational guidance was also offered to pupils namely choice of subjects and grades and study skills. In addition group guidance lessons were conducted by guidance personnel.

Many respondents also cited certain administrative tasks that teacher-counsellors were responsible for, such as maintaining cumulative record cards, assisting pupils with bursary applications and school testimonials (Respondents 17).

4.7.4 Identification of pupils' guidance needs

With the exception of a respondent involved in the KwaZulu education departments, 96 % of the respondents described how the guidance and counselling needs of their pupils were identified. Many of the pupils who experienced problems were referred to the teacher-counsellor by the principal, teachers parents and social

workers. A number of the pupils who had counselling needs were also met through self-referrals. In addition many respondents indicated that their observations in the guidance lessons helped to identify pupils who required assistance from the teacher-counsellor.

Pupil's group guidance needs were assessed through questionnaires which pupils filled in at the beginning of the academic year. Some respondents encouraged their pupils to write out the topics they would like addressed in group guidance and these were placed in a suggestion box. Guidance needs were also determined from the feedback that former pupils provided to the teacher-counsellor.

4.7.5 Personnel responsible for the guidance and counselling service at school

According to the respondents who taught in Department of Education and Training schools the guidance and counselling programme is co-ordinated by either the Head of Department (Educational Auxiliary Services) or unqualified guidance teachers. The situation in KwaZulu schools varied with one respondent stating that a guidance and counselling was non-existent in his/her school, and another stating that there were only a few teachers who were qualified in guidance and counselling.

All the teacher-counsellors were responsible for the guidance and counselling programme in the Department of Education and Culture : House of Delegates and were qualified or were in the process of attaining the Bachelor of Education (school guidance and counselling) degree. Respondents who were employed by the Department of Education and Culture : House of Representatives stated that the personnel who were in charge of the guidance and counselling service were teacher-counsellors who have met with the minimum requirements of their department and many are university graduates with psychology as a major and school guidance as a teaching subject. According to respondents the

teacher-counsellors in the Natal Education Department who co-ordinated pupil support services were qualified in terms of their departments requirements.

4.7.6 Individual counselling service

The following table provides the data to the question

Is there a qualified guidance counsellor who does individual counselling with pupils at your school.

Table 4

DET	KWAZULU	HOD	HOR	NED
75 %	66 %	88 %	100 %	100 %

Whilst no absolute trends can be determined from the above data, it is possible to infer that the Department of Education and Culture : House of Delegates, Department of Education and Culture : House of Representatives and Natal Education Department provide for individual counselling services at their schools. This service occurs at a lesser frequency at Department of Education and Culture : KwaZulu and Department of Education and Training schools.

4.7.7 Guidance committees

The following table provides data to the question

Is there a guidance committee at your school ?

Table 5

DET	KWAZULU	HOD	HOR	NED
100 %	0 %	75 %	25 %	71 %

It is interesting to note that no guidance committees exist in KwaZulu schools, once again emphasising the point that guidance and counselling services are poorly developed in that department. The guidance committees that exist in the Department of Education and Training schools is the Panel for the Identification, Diagnosis and Assistance to pupils (PIDA). Since PIDA is the main thrust of counselling services at school it is not surprising that all Department of Education and Training respondents indicated that guidance committees operated in their schools. Whilst most of the schools in the Department of Education and Culture : House of Delegates and Natal Education Department reported the presence of guidance committees only 25 % of the respondents indicated that guidance committees were established in Department of Education and Culture : House of Representatives schools.

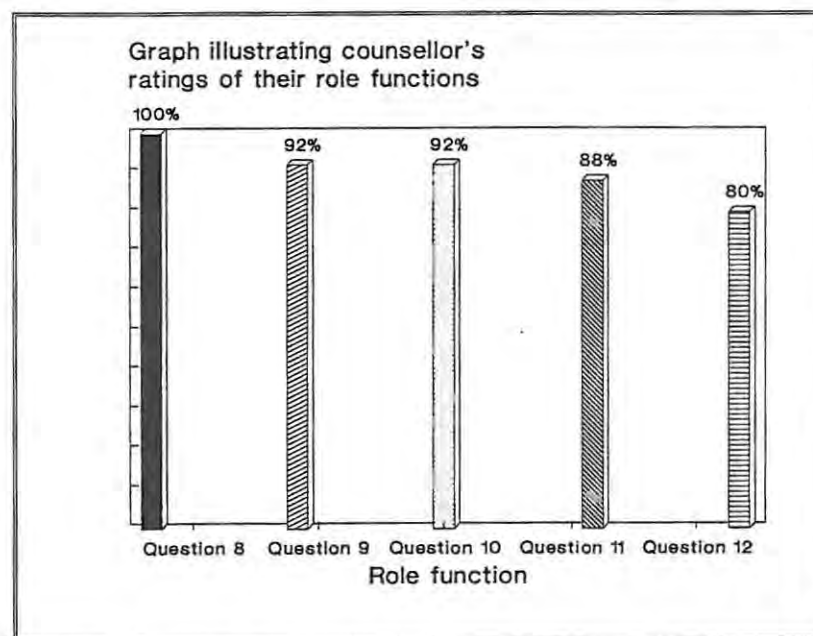
4.7.8 Rating of guidance and counselling services offered at schools

Owing to their involvement in guidance and counselling, it is not surprising that the respondents rated the services offered at school level very highly. 100 % stated that the guidance and counselling was very important in a high school, 92 % stated that it was very important for the school counsellor to be allocated time for individual counselling and 92 % felt that it was very important that students should be able to discuss their personal problems with the school counsellor. The respondents also stated that it was very important for the school counsellor to provide career and educational guidance to pupils.

The following graphs represent the respondents' rating of guidance and counselling services and whether these services are offered at their schools:

- Question 8. How important is a guidance and counselling programme in a high school ?
- Question 9. How important is it for the school counsellor to be allocated time individual counselling ?
- Question 10. How important is it for the student to be able to discuss personal problems with the school counsellor ?
- Question 11. How important is it for the counsellor to provide career information ?
- Question 12. How important is it for the school counsellor to provide educational guidance to pupils

Graph 1

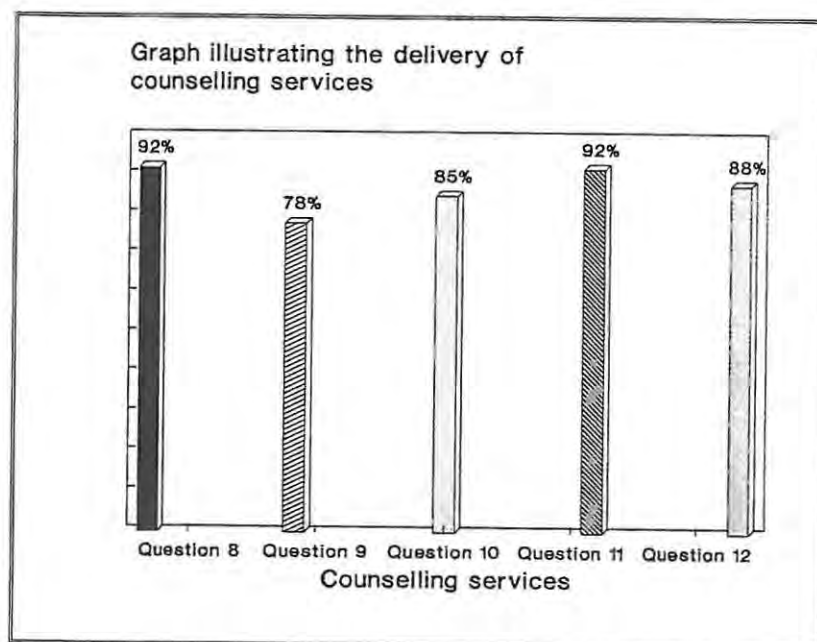


4.7.9 Provision of guidance and counselling services at schools

92 % of the respondents stated that a guidance and counselling service was operating at their schools. However only 78 %

indicated that an individual counselling service was offered as a service to their pupils. The researcher is the opinion that these respondents worked in House of Delegates, House of Representatives and Natal Education Department schools where this service is provided. This service is not offered at KwaZulu schools and is offered at a minimal level at Department of Education and Training schools. 85 % of the respondents stated that it was possible for the pupils at their schools to be able to discuss their personal problems with the school counsellor. Almost all of the respondents indicated that their schools provided their pupils with educational and vocational guidance and counselling. The data obtained is summarised in the following graph.

Graph 2



CHAPTER 5

POSSIBLE FUTURE OPTIONS

5.1 SOME COMPARATIVE INSIGHTS

5.1.1 Introduction

Since South Africa has features of both first and third world countries, it was considered appropriate to examine guidance and counselling services in these contexts and to report on implications for future service delivery in the framework of a single education system. The United States and United Kingdom were included because both are highly socially, politically and economically developed countries and both have developed guidance services that have evolved over a number of years. In terms of third world countries in Africa, despite exhaustive literature searches, the researcher was not able to obtain much information on guidance and counselling services in African states. De Jong and Lazarus (1992:44) also report that "obtaining relevant and contemporary information ... proved to be problematic, for both scarcity of literature and language reasons."

For this reason Nigeria was selected as a representative of a third world African state, as more information was available here than for any other country in Africa.

5.1.2 United States of America

5.1.2.1 Background

The educational system in the United States has largely been influenced by developments and trends in history, geography and demography. The population of the United States is 227 million and is the fourth largest in the world. The indigenous population of Indians were rapidly outnumbered by waves of immigrants who

initially came from Britain, Germany, Scandinavia, Southern and Eastern Europe, inspired by tales of unlimited opportunities. Later immigrants, though on a lesser scale, entered from Asian countries and from Southern and Central America. In addition, descendants of slaves who were imported from Africa and migrants from the Caribbean islands form a substantial black majority. In terms of ethnic origin 87 % of the population is white, 11 % is black and 1,5 % comprises the Asian population (Eckstein 1988:698).

One of the demographic features of the American population is that one-quarter of the population live in rural areas. Another feature is that large cities such as New York, Washington, Chicago, Detroit and Los Angeles are inhabited by large concentrations of

poor, unemployed, non-English-speaking, and ethnic minorities, with the concomitant social and economic problems of which the provision of adequate schooling is a major consideration

(Eckstein 1988:698).

Given the above demographic features it is understandable that state governments face varied conditions and problems when providing for the education of their citizens.

Whilst the average family size has decreased, the number of single-parent families has increased. About one-fifth of all children live with a single-parent and it is estimated that a quarter of all children have experienced trauma and "disruption through divorce, abandonment, or the death of one parent" (Eckstein 1988:698). The socioeconomic trends reveal that there is a decline in the proportion of persons employed in farming and

in blue collar positions. Over fifty percent of the population are employed in white-collar occupations. Unemployment rates increased to over 8 % in 1974-1975 and again in 1980-1981.

In spite of the above trends, the United States is an enormously wealthy country with an abundance of natural resources and has a highly developed technology. The population enjoys a high standard of living and has one of the highest per capita incomes in the world.

5.1.2.2 The education system

According to De Jong and Lazarus (1992:45)

The educational system in the U.S.A was influenced greatly by progressive movements, such as the Civil Rights Movement, which fought for the principles of democracy and non-discrimination to be practised at all levels in their society.

The general aims of the education system in the United States are to

create unity out of diversity, to foster democratic ideals and practices, to assist individual development, to ameliorate social conditions, and to improve national progress.

(Eckstein 1988:700)

The education system is characterised by its decentralised nature. Education is one of the major responsibilities of each of the state governments. Considerable responsibilities are further delegated to the local units of government, counties, and

local school districts (De Jong and Lazarus 1992).

5.1.2.3 Guidance services: Background

During the late nineteenth century and early twentieth century guidance was conceived as a response to the social turmoil and strife that the industrial revolution left as an aftermath (Chuenyane 1990:17). Rapid advances in technology brought with it attendant problems such as slums and ghettos and increase in crime. Furthermore, thousands of immigrants flocked from all over the world to make their fortune in the land of opportunity.

Vocational guidance was seen as a service that Americans and immigrants needed in order to cope with the demands of a growing industrial nation and to reduce the general job dissatisfaction of many workers. Furthermore, it was observed that the large turnover in jobs was a result of a lack of self-awareness and of opportunities available to workers. The vocational guidance movement was founded by social reformers and social workers. They were specifically concerned with the hardships and problems of "child labour and the transition of youth from school to the world of work; the high rate of crime and poor and inadequate housing" (Chuenyane 1990:17-18).

Herr (1991) is of the opinion that several social, economic and political factors provided the stimulus for what was originally described as vocational guidance. "Against the changing characteristics of society and the workplace, vocational guidance was coming to be seen as an economic and a social imperative" (Herr 1991:267-268).

In addition the socio-economic conditions experienced during the Great Depression of 1929 and World War Two accentuated the need for guidance as a service to alleviate the anxiety and

insecurities characteristic during these difficult times by empowering people for survival.

5.1.2.4 Guidance services

Guidance is an educational philosophy which affects all of the school staff but the specific responsibility is given to certain individuals who are specialists. In larger or more sophisticated schools or systems there are in addition to school counsellors, school psychologists, school social workers and school health workers who are referred to as pupil personnel workers (Vaughan, 1970).

Guidance as a concept has been defined in many ways and Shertzer and Stone (1981) report that over one hundred definitions have been identified in the professional literature. Herr (1979:42) offers a composite definition that reflects the general consensus of guidance personnel in the United States.

Guidance is perceived as a helping process by which clients get to know themselves, ie., their strengths and limitations, accept themselves and clarify their values, get to know the world they live in, and develop effective ways of interacting with people. The outcomes are increased self-directiveness, maturity, contentment, and social identification.

The broad aims of the guidance team are to assist the student to understand himself/herself better, and to discover his/her needs, interests, abilities in relation to his/her school, home and environment. In addition guidance personnel are facilitators who assist students to discover their strengths and weaknesses, to acquire values and to make realistic and positive decisions.

Many models of guidance services developed, namely the Services Model, the Process Model and the Duties Model. The Services model delineated counsellor functions around the six major services they should provide: orientation, assessment, information, counselling, placement and follow-up. The process model stressed the clinical and therapeutic aspects of counselling whilst the Duties Model listed the duties of the counsellor (De Jong and Lazarus 1992: 46). These models emphasised the status of the counsellor, his role function and individual counselling at the expense of the actual guidance programme.

5.1.2.5 Description of services

In the United States there are more than fifty different school systems in as many as 17 000 school districts. Whilst the American constitution empowers each state to take charge of its own education programme, local districts by virtue of public opinion, pressure groups, legislation, school boards, professional staff and the financial support of the community play an important role in the development and implementation of guidance and other educational programmes.

Each school district is administered by a school superintendent who has the authority to appoint and supervise staff. In larger school districts assistant superintendents are sometimes appointed, one of whom is responsible for school guidance. In small districts where there are no assistant superintendents to oversee guidance services, principals themselves are in charge.

The school counsellor works in a guidance team, where guidance functions such as educational guidance, referrals, psychological testing and personal counselling are often done by different members of the team. Gibson and Mitchell (1990:61) identify some of the role functions expected of the secondary school

counsellor.

1. Assessment of the pupil's potential and other characteristics.
2. Counselling the pupil.
3. Group counselling and group guidance activities.
4. Career development, guidance, and informational activities.
5. Placement, follow-up, accountability and evaluation.
6. Consultation with teachers and other school personnel, parents, pupils in groups, and appropriate community agencies.
7. Needs assessment for program direction.

Guidance is seen as an integral component of the educational programme and is a continuous process that assists the student by "identifying and meeting his/her needs in the educational, vocational and personal-social spheres" (De Jong and Lazarus 1992:47). Evolving from historical roots of career guidance, there is currently a variety of guidance services in the United States. The guidance process is carried out by means of various services that overlap and complement each other, such as counselling with individuals and groups; appraisal by psychological testing and by non-test methods; educational, vocational, and personal-social information; placement; etc. However the

core service of American guidance is counselling which focuses upon the needs of clients as individuals and helps clients understand the meaning and optimal use of other guidance services

(Drapela 1979:43).

The comprehensive, developmental model which was introduced in the early 1980's is one of the major characteristics of the guidance services in the United States. According to De Jong and Lazarus (1992:47)

This model, as opposed to its predecessors, is proactive rather than reactive, offers limited accountability and de-emphasises administrative and clerical tasks, focusing instead on personalised contact and one-to-one counselling.

The major goal of this model is human growth and development. This serves as a basis to discover the knowledge, skills, and attitudes that students possess. Life career development is a focal point in this model and is defined by De Jong and Lazarus (1992:48) as "Self-development over a person's life span through the integration of the roles, settings, and events in a person's life."

The emphasis is on the total person and career identities, the many and varied roles that individuals assume, for example student, worker, parent, and consumer; the settings in which individuals find themselves, for example the home, the school and workplace; and events that occur during their lifetime such as studying, finding a job, marriage and divorce. A salient aspect of this model is that it makes a distinction between "career" which involves the whole life of the individual and "occupation" which refers to the specific work a person engages in. The content for this model is based on the three spheres of growth and development fundamental to life career development. They are

1. Self-knowledge and interpersonal skills.
2. Life roles, settings and events.
3. Life career planning.

(De Jong and Lazarus 1992: 48)

5.1.2.6 Qualification and certification

In the United States, school counsellors (who are nearly always teachers) are generally expected by State certification requirements to have taken a masters degree in counselling.

5.1.3 United Kingdom

5.1.3.1 Background

The United Kingdom is a parliamentary democracy with a well developed state-welfare and social security service that provides for health, housing, unemployment and education of its population of almost 60 million people. A recent feature has been the immigration of some four million persons from the Caribbean Islands, East and West Africa, India, Pakistan, Sri Lanka, Malayasia and Hong Kong. Thus the basically homogenous society of white Christian Europeans has "become demonstrably multi-ethnic, particularly in certain large centres of population where immigrants have tended to congregate" (Avent and Newsome 1979:138).

These ethnic minorities tend to be concentrated in certain of the larger urban areas, especially London. De Jong and Lazarus (1992:48) describe the salient demographic features of the United Kingdom in the following manner:

It is a highly urbanised country with a very literate and sophisticated social and economic fabric and long entrenched liberal and democratic values. However, its society is class divided with significantly racist, sexist and regional inequalities.

The following investigations, Early Leaving (1954), Crowther (1959), Newsom (1963), Plowden (1967), Robins (1963) and sociological enquiries of Mays (1962), Douglas (1964) and

Bernstein (1965)

have illustrated the still very marked variations in life chance between children at different social levels, have acted as both cause and effect of the continuing concern to democratise our educational system.

Craft (1974:15)

As a result of the effects of economic recession education and its auxiliary services experienced serious cut-backs in their budgets. Other problems such as an unemployment rate of 10 % of the work force, poverty, crime and violence are said to be on the increase.

5.1.3.2 The education system

The education system in the United Kingdom is decentralized and enjoys a long tradition of non-interference by central government. A large part of the day to day running of education is in the hands of elected local education authorities (L.E.A.S). The L.E.A.S. are responsible for the school buildings, purchasing books and equipment and employing educational personnel. About 56 % of the L.E.A.S budget comes from the central government and the balance comes from local property taxes, trading services, and loans.

Some of the aims of education are to develop critical, rational enquiring minds, to inculcate moral values of respect and tolerance of other people, to help children understand their world, to help children to effectively and imaginatively use language, to develop the value of work and industry and to teach children about human achievement (Booth, 1988:692).

Since 1965 comprehensive schools, which are more academically focused and where the great majority of children are educated,

were introduced. In addition the secondary modern school, which is more vocationally oriented and less academically inclined was also initiated. About 5 % of children are educated in private schools such as Eton and Harrow which are highly elite institutions. De Jong and Lazarus (1992:49) report that "In the state schools, particularly those of the inner cities, there is generally a high incidence of pupil and teacher alienation, violence and abuse."

5.1.3.3 Guidance and counselling services in the United Kingdom

The guidance and counselling services in the United Kingdom tend to reflect the class character of the British society and serve the interests and needs of the ruling class. The guidance services are "liberal-humanistic in philosophy and are not liberatory nor transformative [and] do not empower the client but instead therapise and console (De Jong and Lazarus 1992:49).

The guidance and counselling services in the United Kingdom are competent when judged by world standards and recently issues such as sexism, racism and multi-culturalism have been sincerely addressed. Craft (1974) is of the opinion that guidance services were introduced to democratise education and to promote egalitarianism. He argues that

the concern a democratic society feels for the under-privileged is perhaps reflected in the appointment of school counsellors... whose function is largely personal counselling and contact with parents and neighbourhood welfare agencies.

Craft (1974:15)

5.1.3.4 Description of services

With the introduction of comprehensive schools, educational leaders have recognised the need to take a more professional approach to student's problems. Craft (1974) argues that with the introduction of comprehensive schools with more differentiated curricula and more flexible groupings, the need for educational and personal guidance followed automatically. The wide range of choices and options that students faced created a need for young people to have guidance in making educational decisions. As a result, the post of school counsellor was established. Counsellors are located in all state schools and are part of the teaching staff, where parents, pupils, teachers and the school management can have access to their service. In many schools counsellors teach academic subjects and have had to combine the job of counsellor with that of careers adviser (Avent and Newsome 1979). According to Taylor (1974) there are more teacher-counsellors (where counselling is combined with teaching) than full-time counsellors.

The role of the school counsellor varies from school to school but generally the counsellor ministers to the educational, vocational and personal needs of pupils. He/she is generally responsible for careers guidance which includes career awareness programmes, career exhibitions and conventions and visits to places of employment. Certain schools pay limited attention to formal career education leaving this to officers of the career service which is a branch of the L.E.A.S which operates a career information and guidance service for schools in its area.

Educational guidance is an important area of the school counsellor's work as the "structure of the educational system ... imposes a need for guidance and counselling at the stages that students are faced with choices" (Avent and Newsome 1979:142).

The counsellor is also responsible for the personal and social developmental needs of pupils and covers issues such as sex-

education, lifeskills, drugs and discrimination. In addition, counsellors also form part of the school's management together with the headmaster and deputies. Furthermore, as a support service to the schools the L.E.A.S operate clinics which are staffed by psychologists, psychiatric social workers, play therapists and psychotherapists (Vaughan 1970).

School counsellors usually have a Bachelor of Arts degree with a Higher Diploma in Education, with appropriate courses in psychology and/or educational psychology. Universities offer Bachelor of Education and Honours degrees for teachers wishing to qualify as school counsellors and career officers.

5.1.3.5 Recent trends

In recent years, with the introduction of pastoral care, teachers have assumed a greater responsibility for looking after the personal concerns of pupils, as school-counsellor solutions seem less feasible. Hughes (1985) attributes this to the re-emergence of conservative education policy makers who subscribe to elitist notions. In addition education has been only of limited use in bringing about real changes in people's lives. This shift in emphasis in guidance and counselling was exacerbated by severe cut-backs in public funds for education which affected staffing of schools and ancillary services. Furthermore these cut-backs affected the establishment of further posts for school counsellors and they led to the discontinuance of already established counselling posts. The cut-backs in funding also affected full-time courses in guidance and counselling and a number of training courses were forced to shut down.

Hughes (1985) comments that there was a trend in the United Kingdom to train lay people to help others as effectively as professional helpers. Courses which included pastoral care and guidance, were introduced for teachers who had an interest in counselling. Whilst this trend tended to de-value the role of the specialist guidance counsellor, it allowed teachers to engage in

counselling.

According to the HMI (Her Majesty's Inspector) report of 1983 only a small proportion of secondary schools in England and Wales (probably under 10 %) employ a counsellor. All secondary schools have a pastoral-care system, occasionally referred to as guidance (Hughes: 1985).

5.1.4 Nigeria

5.1.4.1 Background

Nigeria is one of the largest countries in Africa with an estimated present day population of 80 million people. It is a country of diverse cultures, languages and religions. Nigerians follow various religions including what is now known as African Traditional Religion, Islam and Christianity. Nigeria is a federation of 19 states and is ruled by an elected president for the federation and governors for the states. Since independence from the United Kingdom in 1960, Nigeria experienced a series of political crises which lead to a military coup d'etat in 1966. During the period of military rule there was a 30 month civil war. In 1979 the military government handed over the reins of power to popularly elected civilians (Ogundimu 1988). The Nigerian economy is based on and evolves around a single product, petroleum, which provides 75 % of the country's revenue.

The demographic features of Nigeria reflect many ethnic groups and some 250 indigenous languages. The official languages are Hausa, Igbo, Yoruba and English. Traditional community life which existed in the rural areas is being replaced by "urbanization, bureaucratization, secularization, technological advancement, and monetary economy" (Arene and Durojaiye 1979) resulting in the fragmentation of traditional native culture.

5.1.4.2 The education system

The National policy on education adopted in 1976 introduced a uniform two-tier secondary education of six years duration divided into a three year junior secondary, and three year secondary programme, and an enrichment of curricula offerings through diversification

(Ogundimu 1988).

Nigeria's philosophy of education is based on developing sound citizens and providing equal educational opportunities to all its people at all levels of education. Some of the stated aims of Nigerian education are developing national consciousness and national unity, inculcating positive values that would ensure the survival of the individual and Nigerian society, the acquisition of skills, competencies and abilities to contribute to both the development of the individual and society (Ogundimu 1988).

5.1.4.3 Development of guidance services

The traditional Nigerian society has undergone several changes. With the fragmentation of traditional native culture and the emergence of Western values in urban settings, a crisis of moral standards occurred. With schools being unable to halt the crisis and the decline in extended families in which adults were regarded as teachers of good behaviour, it has become increasingly apparent that "guidance and counselling [was] needed to help youth develop personal and social adjustment and to create a disciplined, well adjusted citizenry" (Arene and Durojaiye 1979:289). Okon (1983) argues that the problems of Nigerian youth, which include lack of self-knowledge, feelings of inferiority, poor work habits, drug abuse, unemployment and relationship difficulties with the opposite sex and adults, justifies the need for relevant and meaningful school programmes and services.

However many Nigerians who are conservative and traditionalist do not appreciate the need for guidance and counselling services, arguing that the closely knit and clan relationship known as the extended family system provides for the welfare of one another and for the supervision and correction of the young. A popular view held by orthodox Nigerians is that teachers, parents, friends, priests and elders could do all the personal counselling a child needs and that there is no need for professional counsellors. Therefore it is not surprising that the

mental health function of guidance and counselling is yet to receive the recognition it deserves as a prerequisite for assisting individuals, at least in the educational system, in preparation for taking on positions of responsibility

(Arene and Durojaiye 1979:290).

The history of guidance services in Nigeria is a short one. In 1964 a Child Guidance Clinic was established under the auspices of the Federal Ministry of Education as a grant-aided agency that was administered by the Roman Catholic Mission. Later a Vocational Guidance Bureau was opened and held workshops for teachers until it was phased out. In 1977 with proper fiscal backing and official support a Guidance and Counselling Unit was set up. The Federal Ministry of Education stated

In view of the apparent ignorance of young people about career prospects, and in view of personality maladjustment among school children, career officers and counsellors will be appointed in post primary institutions. Since qualified personnel in the category is scarce, government will continue to make provisions for the training of interested teachers in guidance and counselling. Guidance and counselling will also feature in teacher education programmes

(Okon 1983:457-458).

Arene and Durojaiye (1979:292) describe this historic moment in the following words

The government had implicitly recognized that for education to become truly the much celebrated instrument of human and national development, it needs to incorporate guidance in its processes for appraising and grooming the nation's talents.

The introduction of the six year comprehensive secondary education system (three years of junior secondary and three years of senior secondary education) accentuated the development of guidance services in Nigeria. It was anticipated that the proposed system would ensure that a regular and relevant guidance and counselling service be established to channel pupils to appropriate areas of specialisation (Ukeje and Aisiku: 1982). Arene and Durojaiye (1979) believe that the most acceptable role of guidance in the context of Nigerian education is in the area of educational and vocational planning. As a means of enhancing the effectiveness of education, guidance is necessary to assist pupils in making subject choices. Arene and Durojaiye (1979) also report that research conducted in Lagos revealed that students were ignorant about the various options that existed in the world of work although students had knowledge on the major occupations such as law, medicine and engineering. In addition to these services it is envisaged that pupils will be assisted in terms of clarification of values, in value-related education, and cultivation of self-discipline.

5.1.4.4 Organization and staffing of the guidance programme

The central government issued directives that resulted in counsellors being employed in schools, assisting youth in the areas of vocational planning and personal adjustment and training guidance personnel from the ranks of school teachers. Furthermore the Federal Ministry of education initiated programmes to train a corps of guidance personnel through national workshops,

induction and orientation courses. Guidance counsellors and career officers are employed in all fifty Federal Government schools. There has been varying degrees of development in the provision of guidance services in Nigeria. While in two states of the federation guidance has not taken off, the state of Lagos has "attained a very gratifying level of sophistication in its services " (Arene and Durojaiye 1979:293). A Child Guidance Clinic has also developed in the state of Lagos and counselling services are expanding.

However other compelling priorities within the educational system such as the very high illiteracy rate, implies that guidance counsellors are a luxury that the country cannot afford. Mack (1979:457) states that Nigeria, like many developing countries, are slow in recognizing the importance of counselling " because of the far greater emphasis placed on economic as opposed to social development." Thus it is not surprising that a study quoted by Mack (1979) found that 75 % of high school pupils reported that their school had no guidance and counselling services. Several factors have been identified by Mack (1979) which are inhibiting the development of guidance and counselling services in Nigeria. These include resistance by Nigerians by virtue of their culture to counselling, inadequate and limited services which are offered by personnel who are not trained, and resistance by teachers and administrators to guidance and counselling.

Nevertheless strides have been taken to ensure the further development and continuance of guidance and counselling in Nigeria. In 1976 The Counselling Association of Nigeria was established to advance counselling in Nigerian schools. Okon (1983) concludes that guidance and counselling is gradually becoming a vital part of the educational system in Nigeria but if it is to justify its existence, it must meet the basic needs of students by providing services not normally made available in the classroom.

5.1.5 Implications of overseas models for future guidance development in a unitary education system in South Africa.

The guidance and counselling services of the United States of America reflect the capitalist and democratic values that are fundamental to that society, for example individualism, personalised services and privatisation. However, despite this individualistic tendency the guidance and counselling system is characterised by its inclusion of work with teachers, parents, the schools as an organisation, and the community at large. Related to this is the team approach to service delivery, which is favoured because of a more systemic approach to issues (de Jong and Lazarus 1992). This has implications for the future delivery of guidance services in a single education system in South Africa. A systemic approach to mental health care in schools is worth exploring, as the present individualistic focus is not cost effective, given the limited resources.

The guidance services in the United States are decentralised. Whilst it has the advantage of autonomy, poor areas are disadvantaged where economic discrimination occurs. Thus all children do not have equal access to guidance and counselling services. This aspect must be carefully considered when future provisioning of guidance services is considered in South Africa.

The guidance service in the United Kingdom " appears by nature to be middle-class in values and ethos " (De Jong and Lazarus 1992:58). Consequently the working class children are to a certain degree alienated from the guidance services and this is true for most South African pupils. This has major implications for future policy development and implementation in a single education ministry. What is particularly relevant to a future guidance and counselling system in South Africa is that guidance services are used in the United Kingdom to address issues such as oppression, race, gender and class. This emphasises the role that guidance and counselling can play in helping to develop a

non-discriminatory society. The thrust of guidance in the United Kingdom is almost exclusively focused on the individual and there is no evidence of a systemic approach. A recent development in the United Kingdom is the movement away from specialists providing guidance services to training teachers to provide lay counselling to pupils through pastoral care. This is a cost effective method of delivering guidance services and has obvious relevance when future provisioning of guidance services is considered in South Africa.

Guidance and counselling services in Nigeria were only recently introduced when the need for this service was recognised. One of the major obstacles in service delivery was the lack of suitably qualified personnel. If a future guidance programme for South Africa is to adopt this specialist approach similar difficulties will be experienced. One of the major reasons for the lack of guidance services in Nigerian schools is that there are more urgent and pressing concerns such as the very high illiteracy rate. These concerns are prioritized and guidance services are seen as luxury services that the country cannot afford. South Africa is faced with a similar reality. According to the 1980 census 38 % of the adult population in South Africa had not passed standard three. Thus future guidance services in a single education system must be seen to be relevant and cost effective if they are to compete for limited and scarce resources.

5.2 ALTERNATIVE LOCAL STRATEGIES AND POLICY OPTIONS FOR GUIDANCE AND COUNSELLING IN A FUTURE EDUCATIONAL DISPENSATION.

Against the background of the education debate, rationalisation and cutbacks in government spending in education, several policies and options for guidance and counselling have emerged. These include the proposals that are contained in the Education Renewal Strategy (ERS) and Curriculum Model, proposals from the private sector, non-government organisations and the National Education Policy Initiative (NEPI) documents.

5.2.1 Current government proposals: Educational Renewal Strategy and Curriculum Model Documents

In May 1990 the Minister of National Education initiated an investigation into education with the brief to "seek short and medium term managerial solutions for some of the most pressing problems in education" (Education Renewal Strategy Discussion Document 1991:6). The Education Renewal Strategy (ERS) investigation was the government's response to several problems that necessitated a fundamental renewal of the education system. The government was faced with a decreasing education budget in real terms as against an increase in learner numbers in schools and colleges which made "near impossible demands on the education system as regards achieving and maintaining high quality education and preventing further backlogs from arising" (ERS Discussion Document 1991:8).

Thus the dilemma of the government was to maintain existing standards of education with limited resources and this demanded that certain structural changes had to be made to the education system "to prevent the country from ending up in a never-ending spiral of poverty, frustration and unfulfilled expectations" (ERS Discussion Document 1991:18).

The government also proposed that there was a dire need for more pupils to follow vocationally oriented or vocational study programmes and that the present school curriculum had to be accordingly revised. In the light of the political watershed of February 1990, the Education Renewal Strategy Discussion Document also acknowledged that

The present education model enjoys little support among the majority of South Africans who find its racial base, as expressed in separate education departments for the various population groups, unacceptable

(ERS Discussion Document 1991:15).

As a result of the investigation, two documents ERS Discussion Document, June 1991 and A Curriculum Model For Education in South Africa Discussion Document November 1991 were formulated for discussion and debate.

The ERS proposed that the senior secondary school curriculum be rationalised and that a distinction be made between generally oriented education, vocationally oriented education and vocational education. The ERS emphasised vocational education and therefore it is no wonder that guidance is considered to be primarily vocational in focus.

In view of the importance of vocational guidance in the placing of a greater emphasis on vocational education, the participation by the private sector in all aspects of vocational guidance should be investigated

(ERS discussion Document 1991:48).

In the Curriculum Model Document, guidance under the umbrella of Lifestyle Education is a compulsory but non-examinable subject. Guidance is combined with Religious Instruction, Economic Education and Physical Education. Whilst these four areas of study are distinct and independent they share the common goal of educating pupils in terms of relevant norms and values, personal convictions and attitudes to life as well as to others (Curriculum Model Document 1991:32). In respect of the content for guidance, areas such as personal and family counselling, human relationships and vocational education are mentioned. However vocational orientation is "regarded as of utmost importance (and) is further addressed in all subjects from the first school year onwards" (Curriculum Model Document 1991:7).

In keeping with the emphasis on vocationally oriented education, the role of guidance is seen in this narrow context. Other important and relevant areas that are traditionally defined as

the ambit of guidance, such as personal and educational guidance, are not mentioned.

In addition a normative function of education underpins the ERS philosophy. This is indicated by concepts such as "developing in the learner a strong and moral character", "responsible and useful citizenship" and "respect for authority" which are used to describe the aims of pre-tertiary education (Curriculum Document, 1991:2). This view is further expanded by the notion that guidance, by its nature, ought to evolve around the needs and interests of the people it serves. This implies that the needs of the people would be identified through consultation and discussion which are democratic principles.

The ERS documents offer little information as to how guidance services will be structured. Other than stating that guidance is part of Lifestyle education, that it would be a compulsory non-examination subject from the first year of formal schooling and that it would be primarily vocationally focused, there is no mention of how guidance services would be structured and managed. De Jong and Lazarus (1992) are critical of the emphasis that guidance is primarily vocationally oriented. This they argue is the government's premise that education must be geared essentially towards the manpower needs of the country. This argument is confirmed by the statement

In a sense, the pupils and students entering the education system may be regarded as the raw materials to be refined in the education process in order to produce useful manpower

contained in an ERS document (Education Realities in South Africa, June 1991:35). This leads one to the conclusion that the ERS views guidance primarily as being vocationally oriented rather than as part of the formative education of the individual. In addition no clear distinction is made between guidance and counselling. Counselling is conceived as a topic, "personal and

family counselling" rather than a service to pupils, parents and teachers (De Jong and Lazarus 1992). The ERS documents fall short of suggesting future developments for guidance and counselling and do not provide sufficient information to address critical issues such as how guidance services would be provided for all pupils. Whilst guidance is proposed as a compulsory non-examination subject, the ERS documents fail to describe the personnel who would be responsible for the subject. Thus, issues which are vital to future provisioning of guidance services such as a shortage of qualified personnel, extremely scarce and limited person power and financial resources, are not addressed. However, cognition must be given to the fact that the ERS documents are discussion documents and phase 3 is still outstanding.

De Jong and Lazarus (1992:38), whilst conceding that the ERS work is not definitive, with phase three still outstanding, argue that

it is reasonable to surmise that guidance will tend to perpetuate the interests of the ruling group by ensuring that rules are obeyed and that vocational choice primarily serves society. If this be the case, the process by which a guidance service is offered will hardly be democratic. Its control function, by definition, will be autocratic and undemocratic.

5.2.2 Proposals from the Non-Formal Sector

5.2.2.1 Non-Governmental Organisations (NGOs)

The non-formal sector, which includes service organisations and the private sector, has been engaged in the broader education of disadvantaged black students. During the 1970's service organisations were formed in response to the government's discriminatory policies. They provided services to compensate for and challenge apartheid. Career and Resource centres were

established in response to the dire need in the black community for education and guidance resources which were inadequate and underdeveloped. In a study conducted by De Jong and Lazarus (1992) it was found that 95 % of these organisations have a career guidance focus. These centres offer a range of services which includes careers information and career counselling programmes, workshops, career clubs and industry visits, further study, bursaries, and study and job-finding skills ((De Jong and Lazarus 1992).

The NEPI report (1992:8) list the following proposals that non-governmental organisations put forward as future policy options:

1. Guidance and counselling should be an integral part of the education process and that more time and status should be allocated.
2. Guidance should be conceptualised in a broader and more holistic view and should not only focus on careers.
3. Guidance teachers should be given more appropriate training, especially in counselling skills.
4. More resources should be devoted to guidance and the private sector should play a " more central role in the guidance provision, particularly as the state is unlikely to be able to afford to support a school-based guidance programme."
5. The guidance curriculum should be sensitive to gender.

In addition the non-governmental organisations suggest that there should be closer linkages between the formal and non-formal sectors in the provision of guidance and counselling services in South Africa. They also suggest that business should play a more central role, other than funding, in the provision of guidance

and counselling services.

The non-governmental organisations are of the view that guidance and counselling are important services and that in a future education system it should be an integral part of the education process. A holistic attitude is taken towards guidance which is conceived as providing both vocational information as well as promoting personal growth. The non-governmental organisations are aware of limited resources that would be available for guidance and counselling services and hence suggest that guidance teachers be given more appropriate training especially in counselling and that the private sector should play a greater role in providing resources for guidance services. However, they do not provide further information as to how these options would be implemented. Their proposals are unclear especially in terms of manpower needs and how guidance services would be provided in the future.

5.2.2.2 Private Sector

PRISEC (Private Sector Educational Council) is constituted of a number of companies and business federations who have an interest in education and training. According to its mission statement

PRISEC will actively engage in the development of a relevant and legitimate education system designed to promote economic development and enable each user to cope with the demands of life and a democratic society

(quoted in De Jong and Lazarus 1992:31).

According to PRISEC guidance and counselling is perceived to be ineffective and is not considered an immediate priority. PRISEC also maintains that in the future there should be no guidance counsellors as the service cannot be afforded. Instead a few teachers (not as a full-time job) in each school should be given the task of identifying student problems and referring them to

appropriate resources within the community. Guidance is seen to be primarily vocational education and is provided by specialists who have access to up-to-date information. PRISEC also envisages that guidance/resource centres should be established using existing infrastructures such as the Department of Manpower offices to co-ordinate electronic information networks to provide data on job trends, opportunities and training programmes. Whilst PRISEC advocates that the state be responsible for this structure, the private sector, local people and career centres would influence the development of guidance/resource centres (De Jong and Lazarus 1992).

PRISEC has a narrow concept of guidance and one that is vocationally biased. This narrow definition excludes the possibilities that pupils are open to when issues concerning personal, social and educational topics, are addressed in present guidance programmes. If the PRISEC definition of guidance is accepted then the personal growth which a holistic guidance programme facilitates would be adversely affected.

The recommendations of PRISEC are cost effective in that teachers would provide for the primary mental health care needs of students and that specialised personnel would be concentrated at the community. However, given that the private sector is basically concerned with economic questions such as the financial viability of the provision of guidance and counselling services in the future, there is cause for concern. The marginalisation of mental health care services, which at the school level are important as a preventative activity and which is every individual's right, is questionable. De Jong and Lazarus (1992:41) argue that "... the proposal of eradicating these services in schools is unacceptable. Economic and productivity considerations need to be addressed in other ways."

5.2.2.3 National Education Policy Investigation

In 1991 the National Education Policy Investigation (NEPI) was initiated by non-governmental organisations to develop policy processes and options to redress the imbalances in South African education. According to the NEPI study, guidance and counselling can be conceived in terms of

- i) a comprehensive approach, incorporating vocational guidance as well as other aspects of development and life, or
- ii) a narrow approach, focusing exclusively on vocational or occupational aspects.
- iii) being individualistic since it focuses on problems which are intra-psychic or interpersonal and social determinants of presenting problems or negative environments are usually ignored.
- iv) a systemic approach which analyzes issues within a broader social system.
- v) a preventative activity while counselling fulfils a primarily curative function.

The NEPI report favours a systemic-preventative approach in providing mental health care services and vocational needs to schools. This, they argue, provides "a more conceptually acceptable and economically feasible option than a curative-individualistic approach" (NEPI 1992:10).

A systemic-preventative model recognizes and takes into account the inter-play of the individual, social dynamics and the environment in the development of the person. Furthermore, whilst it is not easy to prove the cost effectiveness of a systemic-preventative approach

broad activities to prevent individual breakdown and build personal capacities and healthy environments should result in fewer problems, and therefore less costly, specialized services

(NEPI 1992:10).

Since a systemic-preventative model is more cost-effective, it should allow for fair and just use of resources, thus allowing for the provision of guidance and counselling services to all pupils.

In terms of structures and personnel, policy options can be identified as follows:

- i) School-based approach where the teachers are the main service providers.
- ii) A predominantly community- or regionally-based service, incorporating specialists such as psychologists, guidance counsellors and other support service personnel.
- iii) A combination of regional services where psychologists provide services at the regional clinic level and guidance counsellors provide specialist support service at school level.
- iv) A combination of regional specialization and school-based teacher (non-specialist) delivery.
- v) The involvement of specialists at regional level, and specialists and teachers at school-based level.

(NEPI 1992:11).

The most economical option identified is the regional specialized centre. In terms of accessibility to schools specialized resources such as personnel, materials and facilities at regional centres would be better located. The NEPI research team advocates that the

regional, specialized service together with more ordinary teacher involvement in service delivery would therefore be an option to pursue more adequate school-based provision

(NEPI 1992:12).

Since this option is most economically feasible, it would provide an opportunity for wider access to guidance and counselling services and it is anticipated all districts, urban and rural could be provided with community-based resource centres. It is cost effective because existing infrastructures could be utilized to develop regional centres. This option also implies that pre- and in-service guidance and counselling training of all teachers would become a priority. Since the provision of services at both secondary and primary level is not likely to occur in the short- or even medium-term, "regional services would have to provide urgent services as well as support and training to teachers in both primary and secondary schools " (NEPI 1992:13).

The costs incurred in training, personnel, materials, facilities and information networks constitutes the largest percentage in the budget for guidance and counselling and these resources are extremely scarce, particularly in African education departments, primary schools, and rural areas. NEPI proposes that a combination of state and private sector involvement in financing guidance and counselling services is "the only way to optimize equalization of service provision in S.A." (NEPI 1992:14).

Human resources would also have to be developed through pre-service and in-service programmes. An efficient and cost

effective way is for specialized personnel to train less qualified guidance specialists and ordinary teachers as this would economically take care of the vast guidance and counselling training needs facing South Africa in the short- and long-term. Capital costs for the establishment of regional centres could be avoided if existing infrastructures are used and community-based organisations are consulted.

The NEPI study advocates a holistic, systemic-preventative approach to guidance which is a cost effective method of redressing imbalances that exist in some education departments and for providing guidance services on an equitable basis to all pupils. Owing to scarce resources such as personpower, specialist resources such as guidance counsellors and school counsellors would be located at regions, catering for the mental health care needs of pupils in schools of the catchment area. Thus the primary mental care givers would be school teachers. However, while more schools and pupils would be served by this model, it is obvious that less individual attention would be possible. The ideal option would be to provide specialized services at both regional and school level, but given the financial constraints it is probably unattainable in South Africa. Whilst the option favoured by NEPI is cost effective, teachers who are already over-burdened with academic work and extra-curricular duties, may find it difficult to provide the support, counselling and guidance to pupils who require such services. If teachers are to be the main providers of guidance services in schools, it implies both pre-service and in-service training which would also place demands on limited resources. However, given the education realities and scarce resources, the NEPI option appears to be the most cost effective method of providing guidance services for all pupils.

5.3 OPINIONS OF HEADS OF PSYCHOLOGICAL SERVICES OF NATAL EDUCATION DEPARTMENTS: POSSIBLE FUTURE OPTIONS FOR GUIDANCE SERVICES IN A SINGLE EDUCATION DEPARTMENT

All interviewees were asked their opinions about the future of guidance and counselling services in the context of a unitary education department and the anticipated problems associated with limited financial resources. All interviewees conceded that financial resources would determine to a large extent the future provisioning of guidance and counselling services and suggested that if the present method of service delivery could not be maintained alternate cost effective means would have to be found.

Mr.A.J.J.Brownell (NED) foresees that there is going to be a call for greater teacher-counsellor accountability, that teacher-counsellors would have to "be seen delivering the goods" (Brownell, Appendix B). According to Mr.Brownell guidance and counselling are essential support services in the school context and that schools must be staffed with personnel who can deliver this service. Whilst resources may not permit the employment of teacher-counsellors as specialists, it is essential that a teacher with the necessary expertise co-ordinates this service with a team of psychologists who would visit the schools on an itinerant basis (Brownell, Appendix B).

The House of Delegates has several options for the future delivery of guidance and counselling services. One of the alternatives to specialist counselling at schools is to develop teachers as lay counsellors. Teachers who have the necessary personality and affinity for working with pupils on a personal level could be identified and pupils could be informed to see that teacher during his free periods and certain other times, for example during the breaks and after school (Singh, Appendix B). Mr.P.B. Singh also anticipates the start of peer counselling services as support services for pupils in the advent of diminished support by school counsellors.

The House of Delegates foresees the development of regional guidance and counselling centres in a unitary education system. Teacher-counsellors will no longer be school-based but would be located at regional centres in the catchment area of schools. These regional centres would be staffed by school psychologists and teacher-counsellors who would provide the necessary support services for pupils who would be referred by the schools. Furthermore the regional centres will provide "for ... complete psychological services" for pupils, of which guidance and counselling would be an integral component, where the regional centre would act as consultants to teachers in schools who need not be specialists like teacher-counsellors (Singh, Appendix B).

Mr.P.B. Singh also suggests that in the future teacher education courses should equip teachers with more skills, techniques and expertise in guidance and counselling, so that all teachers could provide for pupil support services. He also contends that the emphasis on group guidance would be greater and that the "emphasis would have to change from individual counselling to group counselling" since it is a more cost effective method of delivering pupil support services (Singh, Appendix B).

Mr.D.M.W Ngcobo of Department of Education and Training is wary of school-based counsellors

because in a sense it creates this expert model (and) another difficulty ... in [terms of] finance it becomes very expensive [and] in a sense they disempower the teacher (Ngcobo, Appendix B).

His suggestion is a "pastoral consultative model which is school-based, ... it's cost effective ..." (Ngcobo, Appendix B).

Thus support services would be delivered on two fronts. The first is that teachers would take on a pastoral care role and secondly specialists like school psychologists and counsellors would be deployed at regional centres or circuits to assist both pupils

and teachers.

Mrs.A.L. Domingo of the House of Representatives suggests that teachers should not only be subject oriented but that every teacher should also be able to teach guidance and should be trained to handle pupils who have problems. However she is of the opinion that although all teachers in the school should provide pupil support services, one teacher should co-ordinate the service (Domingo, Appendix B). Both Mr.A.Seckle and Mrs.A.L.Domingo are in favour of regional centres providing individual counselling services to pupils in the event of the specialist teacher-counsellor being phased out.

Mr. D.M Gumede sees guidance and counselling as a vital service and "it's something that cannot be dispensed ..." (Gumede, Appendix B).

The Natal Education Department acknowledges that whilst specialists like teacher-counsellors may not be employed at schools because of scarce resources, guidance and counselling services are essential support services in the school context. In the absence of teacher-counsellors it is advocated that a teacher with the necessary expertise co-ordinate guidance services, with a team of itinerant school psychologists. This option is not expanded on, and the expertise of the teacher-counsellor co-ordinating guidance services is not defined. Thus the cost effectiveness of this option cannot be evaluated.

The proposal for teachers to act as lay counsellors by the House of Delegates is a less costly alternative to providing specialist support in schools. However, no mention is made of a training programme for lay counsellors. It is the researcher's view that for lay counselling to be effective, teachers should attend short in-service training programmes, as is the case in the United Kingdom. Most of the interviewees advocate the development of regional centres to provide specialist guidance and counselling services which is the option identified by the NEPI

study. Peer counselling, as an option may provide some support to pupils, but should supplement guidance and counselling services offered by teachers and specialists such as guidance counsellors.

5.4 OPINIONS OF GUIDANCE PERSONNEL : POSSIBLE FUTURE OPTIONS FOR GUIDANCE SERVICES IN A SINGLE EDUCATION DEPARTMENT

On examining graph three, it becomes evident that almost all of the respondents indicated that guidance and counselling services should be school-based. The school-based option was favoured by most respondents in contrast to the regional centre option which was rated very lowly, as graph 4 indicates. Most respondents are not in favour of regional centres offering guidance and counselling services. The school-based option with specialist personnel such as trained school-counsellors is the ideal option. However given the educational realities that are facing South Africa and limited resources, this option would appear to be a more long term, rather than immediate solution.

The following graphs represent the respondents' preference in terms of service delivery to the following issues.

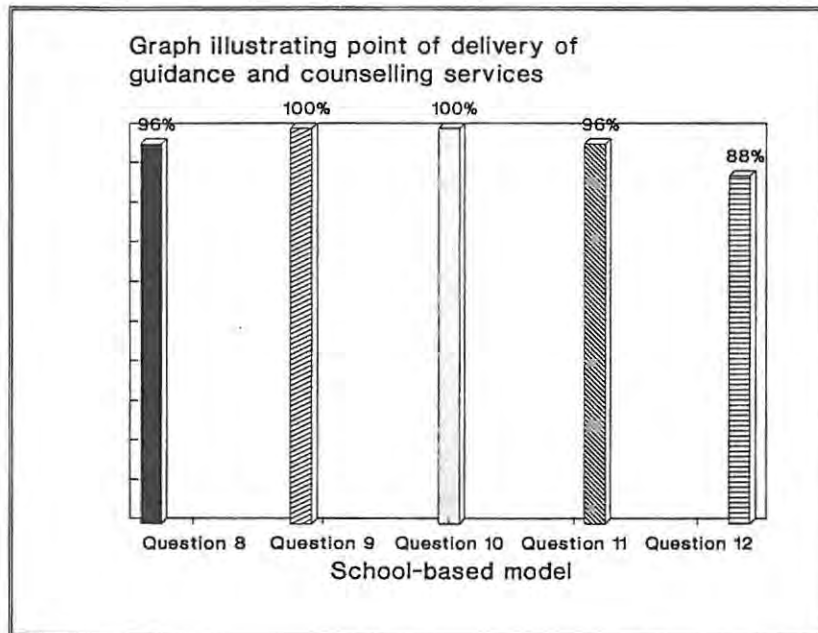
Should the service be provided at a school, at a regional centre, not at all.

- Question 8. How important is a guidance and counselling programme in a high school ?
- Question 9. How important is it for the school counsellor to be allocated time individual counselling ?
- Question 10. How important is it for the student to be able to discuss personal problems with the school counsellor ?
- Question 11. How important is it for the counsellor to provide career information ?

Question 12. How important is it for the school counsellor to provide educational guidance to pupils

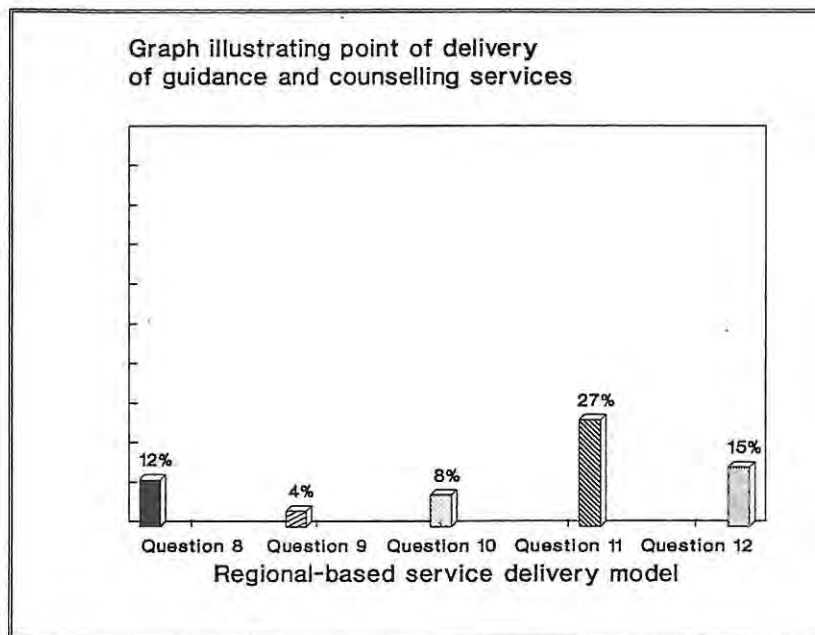
Graph 3 illustrates the respondents' preference to a school-based service delivery model.

Graph 3



Graph 4 illustrates the respondents' preference to a regional-based guidance service delivery model.

Graph 4



CHAPTER 6

CONCLUSIONS

6.1 STATE OF GUIDANCE AND COUNSELLING IN SOME EDUCATION DEPARTMENTS

According to the data obtained in this research, the following can be concluded about the state of guidance and counselling in the education departments in Natal:

- i) All education departments provide for guidance and counselling services for their secondary schools but they differ significantly in terms of service delivery. Some of the key factors that emerged from this investigation for these differences include, unjust provisioning of resources because of the state's policy of apartheid, inadequate qualified personnel and differing emphasis placed on the role of guidance and counselling. The services provided by the Natal Education Department and Department of Education and Culture: House of Delegates appears to be superior when compared to Department of Education and Culture: House of Representatives, Department of Education and Training and Department of Education and Culture: KwaZulu government services. Unequal service provision across racial groups has been the characteristic of guidance and counselling, thus this has not been a reality for the majority of the school-going population in South Africa.
- ii) Whereas the Natal Education Department and House of Delegates have greater resources, the House of Representatives, and in particular the Department of Education and Training and KwaZulu Education Departments have very limited resources. There are severe shortages in terms of specialized personnel,

posts, materials, and facilities as a result of minimal resource allocation.

- iii) The Natal Education Department and House of Delegates have qualified guidance personnel in almost all their schools. This is not the position in the other education departments reported in this study. This can be attributed to the fact that White, Coloured and Indian teachers have had reasonable access to tertiary institutions where they could attain qualifications in guidance and counselling unlike African teachers who had to depend on ad-hoc in-service training programmes provided by non-government service organizations and government departments.

- iv) Group guidance lessons are conducted in all education departments. Where these lessons are taken mostly by qualified personnel in the Natal Education Department and House of Delegates, these lesson periods are optimally and solely utilized for guidance. This is not the position in the Department of Education and Training and KwaZulu education Department where guidance lessons are often used for other subjects. This occurs to a lesser extent in House of Representatives' schools.

- v) Individual counselling by qualified teacher-counsellors is offered at House of Delegates, House of Representatives and Natal Education Department schools. The time allocated for this service varies with the House of Delegates allocating the most time for this service. In the Department of Education and Training schools a counselling service exists mainly through PIDA which has had limited success and a few schools have Heads of Department (Educational Auxiliary Services), who are trained counsellors. In Kwazulu, only four out the 559 secondary schools offer

this service as there are only four qualified school counsellors in the education department.

- vi) All the education departments investigated reported cutbacks in the education budget. This had serious implications on guidance and counselling services, as pupil support services were considered less important when compared to examination subjects. Whilst the House of Representatives, Department of Education and Training and KwaZulu Government schools always worked with significantly lower budgets, the Natal Education Department and House of Delegates had to make drastic changes to their guidance and counselling programmes because of cutbacks in the budget. This included restructuring psychological services, termination of psychological clinics and a 50 % reduction of personnel in the Natal Education Department and rationalisation of staff, termination of Head of Department (guidance and counselling) posts, and fewer periods for individual counselling in House of Delegates' schools. This will obviously affect the quality of guidance services in these departments.

6.2 POLICY OPTIONS THAT EXIST FOR GUIDANCE AND COUNSELLING IN THE CONTEXT OF A UNITARY EDUCATION SYSTEM

Since resources in South Africa for the provision of equal education for all people in South Africa, are extremely scarce and given that vast differences in the provision of guidance and counselling services exist between the various population groups, support services need to be prioritized and resourced accordingly. The major drawback or hindrance in ensuring that all pupils have equal access to equal guidance facilities is financial constraints. Therefore creative models for the service delivery in the short- and even long-term will have to be developed. Several policy options have been proposed from the government (Education Renewal Strategy) and the non-formal

sectors (National Education Policy Investigation) and the Private Sector Educational Council (PRISEC) .

6.2.1 Education Renewal Strategy

The ERS documents offer little information as to how guidance services will be structured. Other than stating that guidance is part of Lifestyle education, that it would be a compulsory non-examination subject from the first year of formal schooling and that it would be primarily vocationally focused, there is no mention of how guidance services would be structured and managed. The ERS takes a narrow view of guidance and sees it primarily focusing on vocational education. Thus the formative and developmental areas that guidance provides in promoting personal growth is omitted. In addition no clear distinction is made between guidance and counselling. Thus it can be seen that the government proposals for guidance and counselling have not been clearly spelt out and its future in a unitary education system has not been addressed. Given the inequalities that exist in the provisioning of guidance services and that guidance is not a reality for all pupils in South Africa, the ERS document falls short of addressing these problems. Furthermore the ERS document is silent on crucial matters such as resources. Given that resources for education are limited the ERS document does not offer anything in the way of suggesting how scarce resources such as money and personpower should be deployed to equitably provide for guidance and counselling services.

6.2.2 National Education Policy Investigation (NEPI)

NEPI conceptualises guidance as a comprehensive programme of services that is systemic and preventative in emphasis. It argues that a systemic-preventative model is cost-effective and would facilitate the provision of support services for all. Given the educational realities in South Africa the systemic-preventative model for the delivery of guidance services appears to be most attractive both from a theoretical and financial perspective. The

NEPI report has identified the model where regional centres with specialized personnel such as psychologists and guidance counsellors and a school-based delivery system with more involvement by ordinary teachers, as an economical model to implement in the face of fiscal constraints. Whilst this proposal may make guidance and counselling services equitably available to all pupils, this will be done at the expense of individual attention that pupils previously enjoyed, particularly in the privileged education departments. The NEPI options also necessitate a revision of existing teacher-training programmes. Future teacher-education programmes would have to include a more substantial component of guidance and counselling in order to equip teachers with skills to ensure that they are the main providers of guidance and counselling services at school level.

6.2.3 Private Sector Educational Council (PRISEC)

According to PRISEC guidance and counselling is perceived to be ineffective and is not considered an immediate priority. However PRISEC has a narrow view of guidance and sees it as primarily being vocational. Guidance services are essential in the formative development of children and cannot be dispensed with because of scarce resources. PRISEC also maintains that in the future there should be no guidance counsellors as the service cannot be afforded. Teachers would have to attend to the problems of pupils and where necessary refer them to resources within the community. PRISEC advocates the establishment of regional centres as a cost effective measure to provide vocational guidance, data on job trends and opportunities and training programmes. The recommendations of PRISEC are similar to that of NEPI with the exception that PRISEC is vocationally biased.

6.3 DISCUSSION AND RECOMMENDATIONS

It is apparent from the government's ERS documents, guidance and counselling has not been comprehensively investigated and as such its proposals are of little significance for the future

provisioning of guidance and counselling services in the context of a unitary education system. Whilst the model advocated by PRISEC is cost effective, its conception of guidance is narrow and is confined to vocational guidance. Since guidance services are important preventative activities at school level, the elimination of this service is unacceptable.

Given that South Africa is faced with an education budget which has decreased in real terms and that learner numbers are increasing in schools and colleges and that education resources will have to be equally distributed to all people in a new South Africa, creative models for the delivery of guidance and counselling services will have to be found. Whilst the ideal service delivery model for guidance and counselling is a school-based model staffed by specialists (guidance counsellors) and supported by regional clinics/resource centres with educational psychologists, as is the case in first world countries such as the United States of America and the United Kingdom, a developing country like South Africa cannot afford this model. The model that NEPI suggests is one that appears to address guidance and counselling needs of all pupils in the context of limited resources and is a model that is worth exploring when guidance and counselling is discussed in a unitary education system.

6.4 Limitations of the study

This study investigated the state of guidance and counselling in Natal and as such generalisations to other education departments in South Africa cannot be made. Whilst similarities may exist, the state of guidance and counselling in Natal cannot be said to be a mirror image of guidance services in other education departments. Thus the findings of this study are only valid for Natal.

South Africa is in a state of uncertainty in respect of a political solution and this has hampered the work towards a unitary education system. Consequently much of the focus has been

on a political settlement and little has been done to address the educational problems that the country faces. In terms of future policy options for guidance and counselling, little work has been published in this area and the researcher had to rely extensively on the government's Educational Renewal Strategy (ERS) document and the National Education Policy Investigation report. The ERS scantily addressed guidance and counselling issues and this study was limited because phase three of the ERS (which promised to address the future provisioning of guidance services in greater detail) was still outstanding when this study was completed. Furthermore, the NEPI draft report which provided several policy options for guidance services had not released its final report at the time of completion of this study. These outstanding works would have contributed tremendously towards this study.

Whilst this study attempted to describe the state of guidance and counselling in the various departments through eliciting information from practitioners (guidance teachers and teacher-counsellors), this was not always possible. Although guidance personnel from the Natal Education Department and House of Delegates were more accessible to administer the research questionnaire, problems were encountered in the other education departments. The political violence in Natal made it difficult to administer the questionnaires personally to respondents resulting in a small sample which did not give the researcher the "grass roots" perspective that he desired.

6.5 Recommendations for future research

Very little is known about the present state of guidance and counselling services in all the education departments of South Africa. Such information would tremendously assist education planners to ensure that all pupils in South Africa have equal access to guidance services. In addition it would contribute towards understanding the educational realities of South Africa and will assist in the debate for a future education system. When the ERS releases its third phase report and when the

finalised NEPI report is made available, they should provide opportunities for further research in terms of policy options that exist for guidance and counselling.

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Appendix A

77 Iris Avenue
Kharwastan
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4092

Telephone : 411133

2 September 1992

Dear Colleague

I am a masters student at Rhodes University and my dissertation is

School Guidance and Counselling : An investigation into possible strategies for implementing guidance and counselling services in the context of a unitary education system in South Africa.

I am researching the various education departments in Natal who have agreed to facilitate my study. I would appreciate it if you could kindly complete the enclosed questionnaire and post it to me **as soon as possible** in the self-addressed, stamped envelope. Should you desire feedback from my research please indicate this to me.

Thank you for your time and effort.

Yours sincerely

D. Naicker

4. How have the needs of the pupils been identified, if at all ?

5. Who is responsible for the guidance and counselling service at your school ? State whether they are qualified in guidance and counselling ?

6. Is there a qualified guidance counsellor who does individual counselling with pupils at your school ?

Yes No

7. Is there a guidance committee at your school ?

Yes No

Please rate the following questions according to the following rating scale.

- 1 = Very important
- 2 = Quite important
- 3 = Moderately important
- 4 = Somewhat important
- 5 = Not important at all

Indicate whether this service is being provided at your school. Also indicate whether you think that this service should be provided in a unitary system of education at school, a regional centre or not at all, by ticking in the appropriate column

	RATING	Is this service being provided ?	Should this service be provided		
			At a School	At a Regional Centre	Not At All
8. How important is a guidance and counselling programme in a high school ?		Yes ___ No ___			
9. How important is it for the school counsellor to be allocated time individual counselling ?		Yes ___ No ___			
10. How important is it for the student to be able to discuss personal problems with the school counsellor ?		Yes ___ No ___			
11. How important is it for the counsellor to provide career information ?		Yes ___ No ___			
12. How important is it for the school counsellor to provide educational guidance to pupils		Yes ___ No ___			

13. What other services for students do you think school counsellors should provide ?

Thank you for your time and co-operation.

Appendix B

Transcript of interview with Mr.P.B.Singh, head of psychological services of the Department of Education and Culture: House of Delegates

Naicker Could you please describe the objectives of the guidance and counselling service that the House of Delegates are offering ?

Singh I can give you a hand-out on our objectives because I might leave out one or two of the objectives.

Naicker Thank you, I think that can save us a lot of time.

Naicker The next question that I would like to ask is that I've read in the National Education Policy initiative documents that there are I think 106 counsellors employed by the House of Delegates, is that correct ?

Singh It's wrong, 106, it's not that. It is around 104.

Naicker Would you briefly describe the administration of guidance and counselling ?

Singh Would you mean the hierarchy ?

Naicker Yes.

Singh Look our guidance and counselling services is part of the directorate of

psychological guidance and special education services with a head who is at level 7.

Naicker Could you give me designations, like posts ?

Singh We had a person at level 6 that was a Deputy Chief superintendent responsible for guidance and counselling. But from the beginning of last year, he was transferred to another section so at present the post is vacant, but it will be filled soon. So we have a post at level 6 and then you have a post at level 5 and a couple of posts in level 4 which gives you the team however they don't function independently of the rest of the personnel from psychological services unlike the other departments which are strictly in compartment. Here we have psychologists who are designated psychologists guidance and counselling who also perform other duties including assessments of pupils and also a bit of remedial work if they have got the background. Fortunately for us we have almost half the staff that have Masters degrees and educational psychology. So basically they would do guidance and counselling, but they are not restricted from doing other work when things come in. Their functions include:

- (1) Supervision of guidance teachers,
- (2) Supervision of counsellors,
- (3) Conjoint counselling with the counsellors at school when pupils are referred,
- (4) In the primary school where you are aware we don't have counsellors so

when there are problems in the primary school these are handed over to the counselling psychologists.

- (5) The last function is that some of the schools especially in Northern Natal where we don't have qualified counsellors, here the psychologists help with the counselling of pupils with course selection and so on. This is done at least once a term.

Naicker How many members are in that team ?

Singh Five.

Naicker So these five would be called superintendents...

Singh Yes, they would be assistant superintendents.

Naicker With the broad portfolio of actually supervising guidance and counselling with overlapping duties in other areas of special education and psychological services ...

Singh That's right, but the other thing I may add is that all our psychologists including those in guidance have in addition to the basic requirements also have either a diploma or a masters degree in counselling. As you know even all our counsellors have a diploma or a B.Ed. in counselling. Now with the introduction of the educational psychology course at the University of Natal, our psychologists, more than half of them have either converted their original B.Ed degrees to a

B.Ed.in psychology and then in the Transvaal three out of the four have done the masters degree at WITS and one of them proceeded with the doctorate in counselling.

Naicker Coming back to some mundane matters, the number of periods for individual counselling in the House of Delegates school is still 30 as per the hand book for a school of I think, 800 pupils.

Singh No, no it's changed, you'll find that due to the financial stringency and rationalisation of staff we could not afford a counselor on a full-time basis, now the onus is left onto the school. We have indicated that counsellors should be given a minimum of 12 periods of counselling with a maximum of 30, depending on the school and the manpower requirements of that particular school.

Naicker So the school would then have to strike a balance between its needs and the number of people it has on its staff.

Singh That's it.

Naicker They couldn't actually request additional staff ?

Singh No, no, one of the conditions is that you don't request additional staff. You give a minimum of 12, if you can spare the other periods, then you give it to the counsellor. On the survey that we did, not really a survey, I met with all the counsellors in the course of this year and the average appeared to be between 15 and

20 with some of them having 30 periods for individual counselling.

Naicker And with the shift in this policy now how will the counsellor make up the balance of his time ? Will he have to make it up in either teaching an academic subject or doing group guidance ?

Singh Look we prefer him to do group guidance but this is not always possible in a school situation because of time-table problems. Secondly when I addressed the counsellors at the beginning of the year, I did indicate to them that in their own interests to be promoted to head of department or Deputy principal, it would be better if they did one of the other specialists subjects as well, because the post in guidance, the head of department post in guidance and counselling is being phased out and that there may not be any new posts. Therefore I encourage them to do at least another subject, this was not a directive from the department, it is an individual choice. I have counsellors in some of the schools who have opted that they are not, at this point in time concerned with promotion, they will like to continue with 30 periods of counselling or whatever number of periods the school could give them and then take over all the guidance, group guidance periods. Now we've this kind of counsellor but on the other hand all of us are interested in promotion, and I can't promise them promotion in guidance and counselling, so I encourage them to do another subject.

Naicker So if a person then does group guidance and counselling and he does not do an academic subject then chances of promotion are virtually nil.

Singh You see he does not fulfil the requirements for promotions in the mainstream areas. We are not phasing out guidance and counselling, but we are phasing out the H.O.D's posts that there won't be future posts for guidance and counselling, so those persons that are already there who can't get deputy principal posts at secondary schools, we are giving them an option. They can for the next three years apply for primary school posts, translation of posts (heads of departments).

Naicker Would you see it as having an effect on morale, and motivation of counsellors more especially people whom you have said are highly trained ?

Singh Yes, this is my fear. But I these kind of announcements, it's not coming from me, it is from management, and I have to convey this to the counsellors and if I were in their position, I would feel very uncertain about my own future. As much as I personally and together with my colleagues in the other departments feel that guidance and counselling would play a vital role in the new South Africa, this is not seen by the administrators. I'm not only talking about the administrators in the House of Delegates, I'm looking at administrators at a higher levels.

- Naicker But my study has indicated that we have one the best service in South Africa.
- Singh Right, and in a new South Africa, if one has to look at the kind of service that we've got, none of the other departments can afford to implement it. And because they can't implement it, we have to now fall back in line rather than progress. When this region, when we come into the new region the 106 qualified persons that we've got are adequate for our needs. In fact we have got something like 130 qualified persons, although it would be adequate for our needs, but totally inadequate for the Natal region and Kwazulu. From my discussion with Mr Gumede somehow I can't make a comment about their policy but I get the impression that they have given up. They feel that the problem is so insurmountable that they don't want to start the way that we started, with a few counsellors and then develop.
- Naicker They say they used to have something like about 7 to 800 schools ?
- Singh No it's 3 000 schools in the primary and secondary schools, with 36 000 teachers, and we only have 400 schools and with 11 000 teachers. However there's an absolute need for guidance and counselling and we feel that we can't phase it out we can't let guidance and counselling just die like this by phasing it out in schools. So our alternative plan is to have regional centres so that these can become the nucleus of the new service. The first lot of advertisements for counsellors even

though its just one at this stage, one for each teachers centre, would be out soon. I'm advertising posts for one psychologist and one counsellor for each teachers centre and a co-ordinator for gifted education.

Naicker Is that over and above the VGOS (vocational guidance officers) ?

Singh VGOS are separate. We'll have one VGOS as well. What we are trying to do is cut down head office staff. I am satisfying the requirements of national education. They also say it is a luxury to have a counsellor per school.

Naicker What would you see the function of that counsellor in that particular centre ?

Singh Look, I would look at him as a consultant. That's why I guess he has to be pretty well qualified in all aspects, I'm looking at a person not necessary with a diploma in guidance and counselling at this stage it has to be something more than that because he has to co-ordinate an whole area and act as a consultant to counsellors. So what we are looking at is that those cases that the schools can't handle will be sent here to this multi-disciplinary team. The Infrastructure of how this is to be done will take some time because you would appreciate our schools are scattered. Our parents are now so used to getting everything done for them that we have to do it very slowly and they have to take the responsibility that they will have to bring their children...

Naicker I think that's the way NED used to function with their child clinics.

Singh You see, it's a strange thing that NED functioned in that system earlier and they have now just opted for the kind of system we've always had, the school based model. We are moving away from it.

Naicker And you anticipate that these regional centres would actually grow in terms of number of counsellors.

Singh Yes.

Naicker Well actually then we are moving towards regional centres where we have a centre with counsellors and the multi-disciplinary team and gradually there would not be a need for school based counsellors.

Singh Well, I think there will always be a need for school based counsellors. However the regional centre option would be more cost effective. Now in a school set up if there is to be a counsellor's role, counselling time will gradually diminish and I foresee it will get less and less. We have to replace this with something else and we have gone for two things. One is lay counselling. We have introduced this in a couple of schools in Pietermaritzburg and one or two schools in Durban. And secondly peer counselling which has been initiated in the Transvaal basically. Here they are trained. We haven't got any trained persons here to do the course. So we intend bringing the psychologist down to

introduce him to few of our schools here.

Naicker Talking of lay counselling, is it more on the lines of the traditional pastoral care model ?

Singh Yes, what we are looking at is for pupils to identify with a person that they can relate to and are able to talk things over with that person. It could be anybody on the staff.

Naicker It's also very interesting that you mentioned peer counselling because that is another approach, not really to substitute counselling services but to offer pupils a complementary counselling service.

Singh Well that is an alternative strategy. I've been to the schools, one or two schools in the Transvaal where this has been introduced. They do not have counsellors in those schools that this was introduced and it worked extremely well. They trained standard eight and standard nine pupils.

Naicker Thank you Mr Singh for your views on future strategies and solutions for the financial crises that House of Delegates seems to be faced with right at the moment. You are going to phase down our counselling time to twelve periods and you've got alternative structures worked out for example you said lay counselling, peer counselling plus these regional centres. Now I want your views or your vision for counselling in the context of probably a single education department for a new South Africa, in a broader picture

rather than just a House of Delegates ?

Singh Well basically I think the kind of structures that I have outlined to you is inexpensive. In terms of a shortage of personnel, all the qualified counsellors that we've got would be able to fit into these regional centres and that's why I'm not discouraging people from doing this course. But one of the conditions that I'm laying down is that they must not do it at a diploma level they must do it at a higher level so that they can get absorbed very easily by anyone, no matter who is responsible. The kind of structures that I have outlined, we have also put forward to a committee that has been established by D.E.T. It is being headed by D.E.T. at present and we have sent it off, but it is not only for guidance and counselling, it is for the whole of psychological services. The future of psychological services in the new South Africa, so guidance and counselling forms an integral part of that services and we've put forward the same type of proposal to them. One is that to train as many teachers as possible one has to do in service training and also pre-service training in certain areas. For the next 10 to 15 years the regional centres would act as consultants to these schools. The first line of service delivery will be the school but this may not necessarily be a qualified person.

Naicker It is interesting that you raised the issue of training teachers, another cost effective method is group guidance itself

where much of the dynamics of counselling can take place and it is a better option because it is preventative rather than curative. Do you see greater emphasis in the future on training all teachers in guidance, maybe not as a major subject but giving it more importance than what it gets right at the moment ?

Singh Well that is what I meant by pre-service training that the teachers that are going to qualify, we are hoping that will have more than what they've had in the past in guidance. And you are absolutely correct, the emphasis would have to change from individual counselling to group counselling, and we feel that the guidance periods that we've got at present plus one optional period for possibly, I think the right living period could be utilised far more effectively for group counselling for certain parts of the week. Although we've got one period I'm hoping that we may get another, that we are able to combine the right living and family health and family life.

Naicker The curriculum document calls it life style education,

Singh Yes we've introduced health and family life programme. There is a period we have ... there is a period in counselling, a combined period you know, 2 periods per week should give you some time for group counselling. The emphasis on the guidance programme that will have to change drastically

Naicker Thank you very much Mr Singh for sharing
your thoughts with me.

Transcript of interview with Mr.A.Seckle and Mrs.A.L.Domingo,
school psychologists of the department of education and
culture: House of Representatives

Domingo Well at the moment we have as the syllabus says one period per week for guidance and counselling. Unfortunately our standard fives are attached to our primary school so they don't have the benefit of a counsellor, but they still have one guidance period.

Naicker You say one guidance period a week would that start from class one to ...

Domingo No, no, from standard five to standard ten Just this year we've implemented an extra period from sub A to standard ten so the high school, senior school has two periods a week and the junior school one period a week. But the ones that we just started the new period, it's called Family Guidance, it's really a life skills programme, a new syllabus has been issued for that as well, but that doesn't focus on the vocations at all, just a family guidance, decision making and relationships, sex education, you know that kind of thing.

Naicker What about the infra-structure for guidance in the school, like personnel who does guidance in the school ?

Domingo Well, I think it was in 1985 or 1986 they actually appointed guidance counsellors and as the school needed the counsellors they appointed them with no extra salary or anything like that. But they are

actually counsellors. But all of our schools do not have proper counsellors as yet.

Naicker We're looking at Durban and surrounding areas, we're looking at about ten schools. Would you say that all these schools have counsellors ?

Domingo I've been to Maritzburg, in Wenworth I know they have none in Kokstad.

Naicker And what is the training of the counsellors ?

Domingo they have psychology as a major and they have counselling as a teaching subjects, that's all.

Naicker So they don't actually do a post-graduate study ?

Domingo I can think of 4 of the high schools that have gone and done the B.Ed with the counselling component but that is not stipulated.

Naicker So the minimum requirement would be psychology 3 and you say counselling in the HDE, is this a course in counselling or guidance method ?

Domingo Guidance method.

Naicker What is their role function in the school. Different departments use different terms like HOD uses guidance counsellor, NED, teacher-counsellor, what do you call...

Domingo Teacher counsellor as well. Usually most

high schools are too big and the counsellor cannot be responsible for all the classes. So they usually recruit one or two others who might be senior teachers or they've had psychology as a major and they want to do that kind of thing and they're responsible for some of the courses.

Naicker That's the group guidance lessons

Domingo Yes, at schools the counsellor is responsible for most of the guidance lessons.

Naicker Is there any time or provision made for the counsellor to do individual counselling or individual work with the students ?

Domingo Yes and they usually allow four periods, depending on the roll. I think it's one tenth but it's usually about four periods which is divided into three interview periods and the teacher tries to have one of those four periods with parents for discussion. But other than that there's no other stipulation on the time-table. The guidance counsellor usually tries to see pupils during breaks from those 4 periods.

Naicker Does the counsellor also teach an academic subject ?

Domingo In many of our schools, yes. They are usually responsible for one or two classes for academic subjects. It is really as a time-table filler. So it's done merely as to give the teacher a load. Sometimes the

teachers out of choice, want to keep up with an academic subject and then the principal will give her one or two classes.

Naicker Hello Mr. Seckle, Mrs. Domingo was briefing me about the role function of the counsellor and his work load. Have you made provision for promotion prospects for teacher-counsellors.

Seckle That's a sore point, in our department you know we have to try to upgrade the post to at least post level two. So far we have not been successful. It has been approved in principle but the remuneration is not there. There's no money at the moment. We strongly feel that these guys should be at least post level 2- H.O.D's posts. They fulfil the requirements for the post. They have put in a lot and they are of high personal calibre and I can't see why the post shouldn't be post level two.

Naicker Can you tell me how many counsellors you have employed in the Natal region ?

Seckle at this moment ?

Domingo I suppose it should be about 9.

Naicker There's 9 out of 15, and they are primarily responsible for guidance, including group guidance and few periods for individual counselling. How are these counsellors and teachers supervised ? Do you have superintendents like yourself, trying to ...

Seckle Well, we go into the school and it used to be once a year. We go into the school when a new teacher comes. We go in and do in service training. We generally supervise them in what they doing in our department. We've hold seminars and we try to keep them abreast but it's difficult today as we don't go into the classes.

Naicker How many inspectors do you have for, specifically assigned for guidance and counselling ?

Domingo None yet,

Naicker What would your designation be ?

Domingo Mr Seckle is the senior school psychologist.

Naicker Don't you have like other departments superintendents in charge of guidance and counselling ?

Domingo No.

Seckle Remember we said we have 9 teacher-counsellors but each and every school has got guidance teachers. Although they are not specialists they are guidance teachers. You can say that the schools have a counsellor as a specialist but then they also need guidance teachers assisting the counsellors because one counsellor cannot do all the work.

Naicker And the training of these teachers, do they have guidance as a major subject ?

Domingo Not always. But they do try to select those who have psychology as a major.

Naicker When was guidance and counselling first implemented in H.O.R. in Natal ?

Seckle The last 3 years.

Naicker And what has been the response of teachers parents and the community to the service ?

Domingo The service is building up, but in the past it has been a Cinderella subject. Before they actually appointed the counsellors they just selected any suitable teacher to do guidance with the result that it was a time-table filler. So if you had a free period you did guidance in standard 7 there was no co-operation. But with the appointment of counsellors they have become much more structured. However not enough respect is given to the guidance teachers. I don't know how it is with H.O.D but with us examination subjects count and they will steal a guidance period if children are backward. Often in matric, after six months they take away the guidance period; they use this periods for maths and biology and things like that. So it hasn't been given it's due respect. But it's certainly more respected now than a couple of years ago. And of course, if teacher-counsellors don't have any marking to do other teachers think that they don't have any work to do. They are not aware of all the other work they do for example; guidance teachers have to attend to all correspondence. A couple of years ago,

when you applied for a permit to enter university, a guidance teacher used to do all that.

Naicker What happens if you have a child that presents a really serious problem at school, probably a social problem and they can't tell the guidance teacher who is not able to handle the problem.

Seckle Well they usually refer it to a social worker or a psychologist or they might refer it to us.

Domingo We refer them either to private psychologists or to Addington Hospital.

Naicker So because there are just the two of you, you don't get many referrals coming from schools.

Domingo No, we do. We have a lot of referrals but we do focus on primary schools. By the time we get to high schools it's not much but you know if its a family problems FAMSA or the child welfare society are called in. But we don't do therapy, any form of therapy. But we do refer them.

Naicker Well do you find that in recent years like the other departments you are also faced with budget cut-backs and rationalisation. Do you find guidance services and counselling affected in any way.

Seckle Well we never ever grew as we should have grown because of the money factor. You know, we should have had 50 counsellors. Each and every school should have each had

a counsellor. They started way back in the 70's with appointing counsellors at schools and gradually, every year few more posts were approved. But they could never ever come to the maximum amount. Because of policies they stopped giving us more counsellors.

Naicker But you've not experienced like cutbacks for example, taking counsellors out of their job in terms of guidance giving them academic subjects.

Seckle No. In any case our counsellors are so over-burdened. They're not only doing the counsellor's work. They're doing three-quarters guidance and one-quarters academic work.

Naicker As you see the entire picture of the country changing there is speculation that there would be a single education department how do you see guidance services in a broader context not only in the H.O.R but the whole of South Africa.

Seckle Well, it all depends how we see education. I think we define education to prepare a child for the future. We cannot leave guidance out.

Domingo And I think that for that matter the syllabus will have to be re-structured totally so that they start right from sub A and it has to be a life skills programme. From the start, self-assessments building up vocation in guidance from earlier on so children are geared. If you had proper live skills

programmes structured then children will know their abilities and know what's out there for them and at the moment even children who have planned for their careers and do get good results, they are still not sure.

Naicker The other aspect is that educationist and politicians likewise are saying because of the enormous backlogs in South African education, services like guidance and counselling are actually luxury items that we may not be able to afford in the new South Africa.

Domingo And what happens to children coming from backgrounds where they have no support system what will happen to those children ? The other thing of course is, I honestly think that in the training of the teachers, teachers must not only be subject orientated. Every teacher is a guidance teacher it's no use thinking that if I teach English, that it's my only domain. Teachers should be trained to handle problems that children show either through the medium of their own subjects, but just that each one must be trained for it. So that although you have your counselling co-ordinator, every teacher is responsible for giving life skills to the child and I think in the future that's what we are going to need more than anything else.

Naicker If you were in a position to influence future policies for guidance and counselling what would you do ?

- Seckle I would look at everything, look at our aims and work strategies so that we can reach them.
- Domingo The other thing is that every teacher must be trained or every teacher must be prepared. There must be somebody especially in charge of guidance to co-ordinate, to ensure that the classes have structured lessons. Because if you leave it to a standard 2 teacher he will use that period for anything else. Although he is trained and he knows what's to be done, there must also be another person coming in to make sure that the children do have that particular period and to co-ordinate programmes on the school calender eg. Arbour day. The co-ordinator has the responsibility to make sure that the children are developed in all aspects of their lives and they not only focusing on the academic part.
- Naicker What would your comment be in terms of individual counselling. If they cannot be afforded at each school to have regional centres where you have two or three counsellors and social workers and the school then sends pupils out there.
- Domingo That's very nice and also simply so that the child that needs help can get it outside.
- Seckle You know it's very important that you make children aware, if they've got a problem, we can help them consult.
- Domingo In the regional resource centres or

clinics we could meet teacher-counsellors regularly because they need help also, they can be trained to handle specific problems.

Naicker Thank you so much Mr. Seckle and Mrs. Domingo for agreeing to meet me.

**Transcript of interview with D.N.W. Ngcobo, Senior Deputy
Chief Education Specialist of Department of Education and
Training**

Naicker Mr. Ngcobo could you briefly describe for me, how D.E.T offers guidance and counselling as a service to its pupils ?

Ngcobo Yes. Let us look at the D.E.T. first. You will appreciate that it's broken down into regions and I am in the Natal region. Then we have the Northern Transvaal region, Highveld, Oranjeveld, etc. These regions work at a regional level, but we've regular meetings at head office where we actually plan the service, at three levels of planning - the Macro level, where nationally we come up with some idea with the type of service we think we are going to offer and then again that Macro level happens to be done from Pretoria which is actually the head office nationally. And Pietermaritzburg here is the head office regionally. So we get inputs from the region and they come up with ... protocol as it were. So we look at it and then we come to some agreement in our region. And this is basically in terms of the structure. Then from that macro level then I'll take a broad outline objective, the directives and bring them down to regional level here and then look at specific regional needs - local areas - then I will adapt, add them , eliminate some of the things. We call that the meso Level. That would be basically my job - operating from the broad national objectives at a regional level. I would then look at the specific needs of the region ... in our

own -plans and our own objectives and ideals as it were, and then adjust them within the macro level plan. Then once I have done that I would then work with the inspectors at the region. Now the region is broken down into what we call area offices which is broken down into circuits eg. Pietermaritzburg will have the Lions River ... Mount Curry ... Kokstad circuit. For each circuit there would be a circuit inspector, and all circuit circuits within Pietermaritzburg are co-ordinated by an area office. So once we understand this structure then we will be able to see how we actually deliver this service.

Now at the area office we have what you call the school counsellors, school psychologists. But we are very, very modest in terms of qualifications. Our people are not registered as psychologists, some are in the process of doing so but most of them have a senior degree in education or psychology. They have their honours in psychology, they have a B.Ed degree with guidance counselling and psychology as a major or they have been principals of schools or heads of departments of schools. Now these people are really itinerant. They interface with the school directly. They have a vehicle ... they have schools they have to cover, they visit schools, they do the year plan and they would monitor their sub-ordinates etc. My position here would be to back him up, to support him, he will liase with me when he has got particular cases that are difficult, serious cases which then they will refer to me. But they

would work the on the rest alone for example group testing, study methods, career guidance etc. But if they come up against very difficult cases they would either refer it directly to me or they would ask me to sit down in their case conference and talk about things.

Every month as a section we come together, what we call a reflective committee where I discuss with them some of the administrative methods which takes about one quarter of the programme and then three quarter of the programme is for questions. We look at cases, we look at methods. So in terms of ongoing mutual support we support one another - we share cases - then we look at strategies of liaison with outside agents, social workers, the centre for socio-legal studies - street law which we have changed to legal literacy. All this is an effort to enhance learning from a very relaxed kind of approach. We look at school guidance as a cross curricular intervention that is supportive to the child, for the teacher and it gives the child the skills of then tackling the rest of the subject. Now coming to our actual service, our actual service then depends on the areas of service.... We are looking at school guidance which for us it's an overall programme.

Naicker Do you also emphasise vocational guidance ?

Ngcobo Yes, we emphasise vocational guidance. We then look at all the components. We have what you call a holistic, integrated

approach. For instance from the legal literacy which would be a type of debate, we would have a mock trial . Then what we would be doing there would be forking out to spoken language proficiency. We would be looking at reasoning, how children are going to pick up the facts, organise it. We also looking at public speaking as a skill, how to interact with others, at the same time we would also be familiarising them with court room procedure and also socially getting kids to compete constructively. So from each component we attach to the rest of the components. We look at school guidance, now for instance in legal literacy, the court has got special terms for example " My lord if it pleases you " then from there we are look at social guidance - how to relate to others. Every institution has got its norms and procedures - respect, how to interact.. And then we have another major component which has been the major task when all psychological health services began in this country, which is testing. We are moving away from testing but then again we are not dispensing with testing. The Natal region, in the whole DET (RSA) , is the only region which is still doing the standard 10 psychometric and edumetric programmes where we do a survey of study habits, self directed searches of a career questionnaire and we do the AAT, the abbreviated one and then we come up something concrete and to some extent scientific. It gives us some ground for planning, counselling, motivation.

Naicker Who does the testing ?

Ngcobo The testing is done by the people at the area. What we are doing now is training teachers, who is the guidance teacher. The guidance teacher can at the same time be a H.O.D (EAS - Education Auxillary Service). We train them through a recognised HSRC programme. Before we used to do it with the test commission of South Africa. They call it the A Test users... Then you have very moderate training for the A test users, usually in a group. In the Natal region we've got about 150 , we're trying to get each secondary school to have an A tester. In some cases you find we have got a H.O.D who is an A tester and also a guidance teacher. The problem at the moment is personnel. We cannot get additional staff because our objective was to get this H.O.D to be free of all other teaching load to look at the cumulative record card of the pupil, enter his test result, counsel the child, give him feedback on his test results, look at the problems the kids have.

Naicker Then your goal is to have heads of department auxiliary services ?

Ngcobo We have them already (HOD - EAS), but we wanted them to be free of any other teaching load so that they are responsible for giving a service to the child, but because of numbers, financial restraints we are battling a bit in that area. My impression is that in the country, not only DET, NED ... seems to have suffered a lot of cutbacks. There are serious cutbacks - this is the unfortunate part because we are a service - we are a non -

exam subject, but our impact is a cost....
But when it comes to financial we are
the first service to have cutbacks. So
this is the controversy we find ourselves
in We also have seen this in terms of
post level sections. Educational auxillary
services ... getting the last
consideration. This is some of the
internal professional administrative
difficulty.

Naicker That's reflected in all departments.

Ngcobo It seems like, it seems to be the case. In
my view I think of human resource
development - if you look at what we are
doing. If we counsel the child to show him
his skills, you give him a better choice,
you are actually doing human resource
development. In terms of inter-nations,
conflict resolution we are a social
stabilizing section. We are a human
resource development section and I think
when it comes to single departments in the
new South Africa where all kids would be
admitted... it would be very necessary for
social guidance, understanding cultural
problems, alternative things,
communication, relating to each other,
sharing our culture and whatever. I think
guidance would be very central to act as a
catalyst.

Naicker How do you see this service coming into
being, if there is going to be one ?

Ngcobo My dream is, I see a school for instance a
comprehensive school with all races.
Initially to start with counsellors of all

race groups if it was possible, if not then we could have a catchment area. If they (counsellors) are not school based they are area or circuit based. I am looking at having counsellors of all racial groups being deployed to schools of that area - all of them simultaneously working together, assisting teachers, assisting pupils for mutual understanding. They would look at social interaction workshops where they would work with kids, show them other types of cultures and facilitate and act as catalysts for relations. Initially I would see multi-racial counsellor appointments working on a social acculturation kind of programme getting kids and teaching them to understand one another.

Naicker Do you see that the regional concept of yours occurring largely because of financial constraints ?

Ngcobo Financial. But I see it also in terms of the practical neighbourhood realities and also for better management. I think if we meet regionally and manage things at Regional level, there will be a lot of ownership, a lot of geographical identification with an area like that and I think we would handle problems with our enhanced belonging and I think it also creates some sort of healthy competition where regions for themselves and for their own sake look at educational needs and really develop it. I think it will also be as a result financial of restraints.

Naicker So you see the concept of a region

actually more preferable than actually having at each school a counsellor ?

Ngcobo Oh, you mean in terms of service delivery. I think regionally first, I accept that regions should have a lot of autonomy. We should be free to design our own syllabus and a whole lot of things built in with the type of psychological services. I think it's an idea that if you could have at least a school-based counsellor, but you would have to think it out very clearly because in a sense it creates this expert model. There would also be another difficulty, in terms of finance it becomes very expensive. The model we are using now, it's a consultative model which is partly, well school-based one and the clinic one works out there, they are support services. It has got this expert thing where you've at school your special office, school counsellor, kids report to you or you are there in the clinic where kids are sent in there. That's some of the options we could look at if we have the money or the personnel. But in a sense they disempower the teacher, what we are trying to do and I think N.E.D. is also perhaps trying to do that is what we call a PIDA, a panel in a school where we empower teachers.

Naicker A pastoral care model ?

Ngcobo Yes, so we will come up as consultants, we would listen to what they say the problem is and we would react to the problems they are bringing to us with more expect not expressed approach where they bring in

problems and then we give suggestions but we would empower them. They would be down on the ground, they will have to do things, but we would then not expect them to do the impossible. On an ongoing basis we would inject skills in them. So I would like the pastoral consultative model which is school-based, one thing it develops personnel, one thing it is immediate, it is direct. Where the need arises and then we could have a few experts. That would be circuit area level liaison. I think that's the model I would prefer. It's cost effective, it is empowering. It would then be developed in our own area base because from these teachers lots of graduate people who aspire to learning, the service would be self-generating. Rather than having a university out there training counsellors and then they come out depending on what the university turns out. I think we must really create an interest base at the schools.

Naicker Has there been any research on the effectiveness of the PIDA system ?

Ngcobo There has been research done by head office although I don't have particulars but locally we have the research done at masters level at Sugama, one of our H.O.D.'s, Mr Theo Maree actually did a detailed study of PIDA, the attitudes, its construction. We are talking about home room which is basically the same as pastoral care, a teacher guardian will look at his classes, a home room kind of thing, the register teacher becomes a teacher guardian. If you have maybe in

standard one, three standard one sections, each teacher of each section is then a teacher guardian or home room teacher and then all of them, they become standard guardians, then they would meet together and look at the problems they have in their standard. So there is this horizontal representation and one of the senior teachers amongst them, the more committed, the more interested becomes a standard guardian, and under his chairmanship, they talk about problems, they want to solve etc. and he also becomes eligible to form a committee of all other standard guardians, standard three, standard four, and all of them now that is vertical representation, they form what we now call a panel of those teachers. So the problems are discussed horizontally across the sections in the standard and then vertically up along grade representation.

Naicker How does PIDA work ?

Ngcobo They try to find answers, they try to empower for instance those teachers in standard 1. If they have not solved the problem, then they say it is getting too much, then they refer it to the full-blown PIDA which meets once a week for 1 hour. In that discussion they will lead ...this is what we've observed and that our problem is here and then they take it up from here with the rest of the other teachers with the guidance teacher or H.O.D. who is the chairperson. They will discuss it and they would come up with explanations. They can draw from the

circuit office, they can draw from the remedial education adviser, they can come with a programme and give it to the home room teacher saying you go and try this. They can even say let's change this, swop the child to the class of so who has better experience. Some of the difficulties, that are very laborious is keeping minutes and records. People become more interested in minutes and organizational maintenance rather than the cases. And in some cases it got confused with the school disciplinary committee because of some of the problems, the behaviour problems. And in some cases, some staff members felt that the committee spoilt kids. Depending on the school tone we ultimately felt that we must take out all the administrative redtape like the minute book and scale it down to the barest minimum and this we have done now . We have the principal who is an ex-officio member. We have made the principal part of it. We have reduced it significantly, the whole of the administrative part of it. So it is getting a face lift.

Naicker So basically you would then say that the support service of a counsellor is basically provided by PIDA at every school.

Ngcobo At every school

Naicker And some schools have counsellors ?

Ngcobo We haven't got counsellors as such. What would be a school counsellor would be our guy at the circuit office who covers the

patch, not just one school. But some schools are lucky like Suguma, they have a person who is actually qualified in counselling psychology but even then he is just H.O.D. There he gives the service. So where it happens it becomes incidental where the teacher has the suitable qualification and he then has his volume of academic work as well.

Naicker What are the qualifications of the H.O.D.'s ?

Ngcobo The H.O.D's in terms of our requirement is that he needs 6 years of experience, he needs a degree in educational psychology, or if he doesn't have a degree, like we have now, colleges of education, he must have school guidance as a major. He must really have some knowledge of school guidance and once he gets in there, we will put him through our on-going in-service training, we will put him through the A-test users course to jack up his psychometric and edumetric skills and then we will launch him.

Naicker Does every school have this head of department ?

Ngcobo Not all schools. Because generally we find that this guy who gets into our service, he will have developed empathy and commitment to pupils and we have a high staff turnover. And in addition he teaches some school subjects. So while we say to him try not to teach too much, we fought that in the beginning and said we wanted an extra post and we found that it was not possible. So most of our H.O.D.'s have got

an additional subject where he indirectly offers guidance.

Naicker So guidance is actually filtering in through the curriculum.

Ngcobo We filter it through the curriculum and we actually generalise the skills in guidance. But it is slow going, it takes a lot of commitment. And a lot of empowerment of the leader to actually say to the teacher you are not doing extra, but you are using guidance to make your job easier. The only extra thing is that you have to fill in the cumulative record card for the child, we have a card that has all the information, the results, sports performance and so on. This is the only extra you have to do. So it is now getting a new face-lift. But I must also mention, Mr Naicker, that the other difficulty is this cutback in funds.

Naicker One more question, Mr Ngcobo. What happens in group guidance ? Do you have group guidance in your schools ?

Ngcobo Yes. Group guidance is for every standard, there are two guidance periods. From Standard 6, two per week and during these two periods a week, the teacher has got a syllabus and work programme, a healthy personality ... etc. and at the moment the big thing is AIDS. we are phasing in sexual education to enable us to deal with issues.

Naicker What happens in a high school ? How many periods do they have for guidance ?

Ngcobo Well, two, two per week. From standard six to standard ten, two per week and in the primary school we don't have the formal guidance, we have what we call the non-formal guidance which is not really structured which is part of what we call citizenship education. We say when you get to the secondary school we have what we call a commercial secondary school, a comprehensive secondary school etc. Now these tests mean this. The score means that, the score means this. We then begin to look at high ability, high performance group kids. We begin to identify high IQ's, we can advise parents and say the pupils has potential to do well in this field in high demanding subjects like mathematics and natural sciences.

Naicker Who does this Mr.Ngcobo ?

Ngcobo It is the counsellor and they also go out, in the evenings to a group of parents. We actually tell them in very simple language that this has a fair amount of predictability. You could go to that teacher confidentially and find more about the child We give them very broad working theory. Even in study methods we bring parents in and we say in matric they have got so many subjects. This is what they do, these are the pass conditions, these are the hours they need.

Naicker The guidance lessons in the school, who does that ?

Ngcobo The guidance lessons in the schools are done by the guidance teacher. This

guidance teacher could be one and the same H.O.D. but if we don't have an H.O.D we have got what we call an acting person. But each and every school has this guidance teacher.

Naicker What is their qualification ?

Ngcobo Well the guidance teacher, you know its' difficult you know, what we find is that sometimes after doing the composite time-table where we have less periods, let's fill up, we are trying to change it a bit. We have a small questionnaire for selecting people who are going to do guidance and then we would look at the person who has got a lot of interest and a person who shows love for kids. We start him there and then we will build him up. But fortunately college is now beginning to turn out teachers who come out with the STD.

Naicker What is the STD ?

Ngcobo Senior Teachers Diploma and they have guidance as a major and the PTD, (Primary Teachers Diploma) which also has guidance as major. You then latch on the qualification you have there, couple it out with interest and build him up with more expert things ...lesson presentation...there are no right or wrong answers, you begin to open up and get kids talk. Once you build him up in this way, we talk very briefly about therapies. We have the directive approach, the RET, behavioural ...They get very fired, inspired and they take it up and develop

in that direction. So we are very self-generating, very modest, entry qualification.

Naicker Thank you very much Mr Ngcobo for the insights you have given me especially about PIDA.

Transcript of interview with Mr.A.J.J. Brownell, Head of Educational-Psychological Support Service of the Natal Education Department.

Naicker The topic that I am researching at the moment is school guidance and counselling: possible strategies to implement in the context of a single education department. Would you briefly describe what is being offered by N.E.D. in terms of group guidance and counselling.

Brownell Well there is always theory and practice and you will find that anywhere. In theory what we have asked schools to do, is to provide one period every second week for group guidance and to release the counsellor for the second period, every second week to see kids from a particular class, a class that they would have seen for group guidance, for individual counselling. That's in theory, in fact it doesn't always work. In fact what happens is that a lot of schools have guidance every week in some classes and guidance every second week in other classes. Individual counselling is then done during periods not allocated for group guidance and a lot of it is done during breaks. I asked our counsellors to be available during one break, either the short tea break or the long tea break. Most of them are available during the lunch time and then after school. A lot of counsellors actually see pupils and parents after school hours, and we ask that should be considered as an extramural activity so that they are not penalized for actually providing a service. But there are also

tremendous amounts of variation from school to school and I think that recently with cutbacks in education there are some schools which have now lost their counsellors. It is the first time that this has happened, we have 5 or 6 schools now without teacher-counsellors.

Naicker Are these the model C schools ?

Brownell Not necessarily, no not necessarily. So in theory there is provision for group guidance, and there is provision for individual counselling. In practice that happens in most places but there is more and more pressure on both the areas at the moment because of the diminishing number on the staff.

Naicker Could you briefly describe the workload of the school counsellor, for example how much of time is allocated for individual counselling and is it the case that school counsellor also teaches academic subjects ?

Brownell If you look at some of the guides that I have given you, you will see that I ask counsellors to, or ask principals really to indicate specific times for administration, times for group guidance and times for individual counselling. If you don't do that, you find that they get pushed into all kinds of other activities. So in terms of teaching, the actual teaching load has increased markedly over the years whereas maybe five years ago, I would say most of our schools had at least the equivalent of a full time counsellor,

in other words the counsellor did nothing other than guidance and counselling. We now have very few who are in that situation. The great majority of our teacher-counsellors are teaching other subjects now and as soon as you start teaching other subjects, the pressures on guidance mount markedly. It is almost inevitable that an examination subject is going to demand more input and possibly more time. There's a lot of pressure for people to teach more, all this without exception. I don't know exactly how many guidance teachers who are no longer required to teach an examination subject.

Naicker Do you see this trend continuing in the future as well ?

Brownell At the moment it seems inevitable. You will see that in a bulletin of ours, "Guidance at the crossroads" I tried to point that, this trend will continue unless governing bodies are convinced that counsellors are necessary in schools. So schools are going to have to and counsellors are going to have to work out strategies of marketing themselves to the people who are going to be making the decisions, much more. I think you are going to see two trends, one is going to be a lot more calls for accountability on counsellors. People are going to ask what are these people doing with their time. The other side of the coin is going to be that where guidance and counselling particularly career guidance is not being provided in schools , parents are going to start asking questions why it's not being

provided. So I almost predict a situation where you will see a tendency to cut on guidance and then later a development where people are going to say we need it. Parents in particular are going to say why are we not getting it, when that happens we are going to have the same frequently lame excuses of manpower and then people are going to say well let's look at what you are actually doing. I think at the moment there's plenty to look at, to look at examination subjects as if they cannot be changed and that the non-examination subjects you know still have to fit in, if there is time. It's not the case everywhere, I must tell you I know for a fact that in a lot our schools, the principals considers our guidance teachers to be the centre of the school.

Naicker What are the qualifications of the teacher-counsellors ?

Brownell Again there is a theory and a practice. In theory they have always insisted that they have either psychology or education and teaching experience, that has been the minimum. A number of years ago our department sent a group of counsellors to go and do the B.Ed. (guidance and counselling). We also have a number of people with a masters degrees in psychology.

Naicker So what you are telling me is that there isn't actually a type of qualification that a counsellor has to obtain, for example the B.Ed. (guidance and counselling) or the diploma course in

counselling.

Brownell That has never been a requirement. We have tended to look for people who fulfilled the minimum requirement and then additional qualifications over and above that.

Naicker So what you are saying is that the people who are offering this service are not necessarily qualified in guidance and counselling.

Brownell Many of them are, but they have the minimum qualification which I have never considered to be a qualification for guidance as such. So we have to rely on in-service training. A lot of people have done their own studying, many of them have done lifeline courses. A diploma is being offered at the Edgewood College. It's primary school focus but it's in fact very good training for counsellors. That has been a popular course for over the years, but relatively speaking there would be few who were considered qualified, I don't see that necessarily getting better.

Naicker What are your pupil-counsellor ratios like ?

Brownell I would have to hazard a guess. It will be very difficult to give you a straight answer on it. I would say that it is probably somewhere in the region of 1 to 850 to 900 and I say that purely at the top of my head, because there are a lot of very big schools where your pupil-counsellor ratio is 1: 1100. The ideal what they used to strive for was 1: 600

but it is certainly not 1: 600 anymore.

Naicker Apart from the school counsellor, who does group guidance in the school ?

Brownell Again there is theory and practice. In theory the teacher-counsellor is the person who is responsible for the group guidance programme. In most cases guidance is being provided by the person designated as teacher counsellor, but in many cases there are teachers in other departments who are assisting the guidance department.

Naicker How is the guidance and counselling programme supervised ?

Brownell I am the only supervisor. It becomes very difficult to supervise every single school on a one to one basis. So I have tended to try to ensure that people have material that they can work from and I have tried very hard to try and create a situation where each school has to deal with its own needs. Although, its actually wrong to speak of a programme per se, we give guidelines and within those guidelines schools are free to choose to a large extent those components which will suit their particular needs. So teacher-counsellors are encouraged to discuss with their principals and management teams what they believe to be the major needs of their particular school.

Naicker You mentioned that you were the only person actually co-ordinating the guidance and counselling programme in N.E.D. was this the case prior to the cutbacks ?

Brownell I have been the only person - there has never been more than one person, I have been here for ten years. It's not the same in all the so called white departments. When I think of the Free State which has a similar pupil population, the person who co-ordinates guidance has at least 5 other people assisting him.

Brownell My primary responsibility now is head of psychological services. I am now in the process of trying to assist in the development of a totally new psychological services, because they have cut our psychological services by 50%. So you know supervision is frequently from a distance and you have to try the best you can.

Naicker So you are saying that in future accountability becomes a bigger issue and you are trying to get counsellors to evaluate their own programmes.

Brownell Absolutely. Each counselling department submits a report to us at the end of the year where they describe what they have actually done. I then study it, make whatever notes I want to make so that I can go back specifically to a school and say look I think you should be giving more emphasis here and less emphasis here, there or I think you should be doing this or you should be doing that or you should be doing something else. It also then enables us to pass this onto the superintendent of education who services that particular school. So he then gets a report of what's actually happening in the counselling department with any comments

from me regarding feedback that I would give. I would also get feed back from them as well.

Naicker I want to know what's your comment on the AIRIEST document.

Brownell You know its so difficult to comment on a document like that because there are so many uncertainties, under currents, as to what's actually happening or what's likely to happen and there are still so many perceptions of the AIRIEST document. I think that essentially what we are talking about is perceived relevance of guidance in a new South Africa. I see it essentially as a discussion document and there are going to be lots and lots of debates about it. In essence I think it has a lot of good and useful information and I think it would suggest that certainly from a particular perspective it has been quite well researched. But I think there will be a lot of debates before something comes out of it.

Naicker They are looking at almost close to 70 to 75% of schools providing for vocational education. Whilst it did not explicitly state that there is a need for guidance and counselling, those kinds of needs are implicit because who is to counsel the child into particular directions in terms of careers, who is to provide the career education.

Brownell I think that certainly has been pointed out, as an omission. There are lots of assumption made like that. I don't believe

it is enough to say that it has to be done or to imply that it has to be done and I think it is particularly dangerous to assume that it is going to be done by anybody, perhaps that's why not only do I recognise the need for career development or career guidance but a career development programme and a career support programme. Generally I think within a new dispensation kids are going to in a sense have to make decisions much earlier and the earlier you make them, there is more danger of making mistakes. It's actually inevitable you are going to have, I think, specialists. I believe we will have specialists who will know what they are talking about. It's going to be much more valued in the future to ensure that pupils receive proper guidance and you just can't leave that to anybody. There must be specialists to do that and that presents tremendous problems, it implies resources...

Naicker Do you think the country has the resources for specialists given the understanding that the ERS document states that something like 200 000 children are entering school each year and there is a back-log ?

Brownell I am not sure how to answer that because it's clear to me from recent trends that the country does not have the resources that it should have, where they have gone to is another question... I think that the fact this particular model proposes a dramatic change in direction, that sort of force feeds into certain areas. If you

don't have guidance and counselling services we will have chaos. You cannot simply, I believe, just make snap decisions about a kid just based on their performance in the classroom. If we are to believe the trends that there are these millions of kids who are out of the school system, it's going to become very difficult. I don't deny that. The alternative, of course, is we will entirely go third world where, in fact the question of choice will be decided for you or you will just be channelled where there are places. I see problems with having specialists in the future but I think that I see no problem in having relevant specialists. And it implies also that certainly people in our field must be very conscious of the fact that they may be seen delivering the goods. I don't think that schools will function effectively without someone who is primarily responsible for that function or at least a team. Maybe we are too specialist orientated, but I think, also see that possibility, you will see for example in our primary school we have changed the whole concept from referral to the specialist to dealing with the problem in the school situation. So maybe, in a way, I am contradicting myself, but I do believe there is going to be a specialist component. What it looks like I don't know. It might end up being a team kind of approach but then you need to be sure that you have some specialist expertise in your team.

Naicker When you talk about a team, are you also

conceptualising, for example, that it's not possible to provide for individual and personal counselling services at each school. This service could be provided at regional centres where you have a team actually working and servicing a particular group of schools.

Brownell I am not sure whether I necessarily mean that. I am thinking entirely of a school-based team. If we just think for example of this particular office here, we have five or seven offices here all vacant at the moment because all these people are at the schools right now and they will be in schools all day ... but they are only part of the team. Essentially I think we need to move towards this sort of thing much more definitely ...

Naicker Will the guidance team incorporate teachers and bring them back to the pastoral role care that they used to play ?

Brownell Yes. I think it's more than pastoral care. It's essentially looking for solutions to problems within the school situation and using teachers resources to be able to do that most effectively.

Naicker Since we are faced with so many cutbacks in guidance and counselling, individual counselling appears to be threatened. Do you think that group guidance now will become a more important aspect of the counsellors role ?

Brownell I think that group guidance will always

have an important role. In theory I say that group guidance must have an important role, I am not convinced that in practice that it has always been that for lots of different reasons which we don't have the time to discuss now. I think that one of the primary reasons though that has to be addressed is that I don't believe that a lot of group guidance done has been relevant and that I think is the primary challenge for anyone concerned about guidance is to find components which are actually relevant and if you look at our reputation, over the years we have looked at the development of self-development.

Naicker Could I interrupt you ? Do you have a syllabus that the counsellors follow

Brownell We have guidelines, we have an old syllabus but we haven't used a syllabus. There are just guidelines. We have dealt with self-development and another area has been study skills, study skills has been killed, stone dead for lots of other reasons. I don't think it is necessary to remain part of the high school guidance teaching, - it should be discussed and dealt with at primary schools. And we have done career guidance and now recently you have had all these other things, aids education and sex education and you name it. The effect of all these things including things like budgeting and you name it, have I think eroded the effectiveness of a lot of group guidance and that's why I say if it is relevant it will be something that we need to focus on. If it is not relevant I think that

group guidance will die.

Naicker I read the NEPI report (the national education policy investigation) and they have compiled quite an impressive document researching the future scenarios for guidance and counselling and one of the trends that seems to have emerged there was that group guidance in terms of the limited resources should be given priority because it is seen as a preventative service rather than individual counselling which is curative. That was the background against which I asked that question.

Brownell I think that individual counselling is a curative service which is probably a luxury which we won't be able to afford. But I think individual counselling as a supportive service is actually essential. I think if we are to lose a supportive component for kids in need then they then we are going to lose much more than we bargained for. But I entirely agree that's why I say, if it's relevant if it can actually achieve goals, if we can actually use it to prepare kids for life effectively then I think group guidance as a preventative service and as a service in general will be a fantastic service. But I think if we drop the individual supportive counselling then we are causing the very seal of counselling.

Naicker Thank you Mr Brownell, last question. Assuming you were in a position to actually formulate policy for guidance and counselling in a unitary education department, what would you go for ?

Brownell I would say that the first thing one is going to have to do is to look very carefully at the components, the possible components for a guidance programme. I would definitely go for as I said earlier, my feeling is that every kid in our school needs to have an opportunity to develop optimally. He needs to have in addition to all the educational components that have been provided, an opportunity to be assisted in developing and becoming more aware of his ability, his aptitudes, interests and all those kind of things. Because all these impinge on everything he actually does and so a focus on personal and so self-development, I think will be an absolute essential component within any group guidance programme but aligned to that is this need to provide a supportive service. So you just can't teach kids something you also have to have the opportunity for them to come to you or to come to somebody, it doesn't have to be a person, it could be a team focus. They need to know there are people who they can turn to and then as I mentioned earlier I really believe that we have to prepare our kids for life beyond school. I am absolutely convinced that a career development process, which is a preparation for life must not be seen as a narrow vocational thing. It is actually preparing kids to face some of the realities of life once they leave school. I think that would be my primary focus. I am not denying other components which I think are very important as well. I don't deny that kids need sex education, aids education and the need to know about

budgeting but I really do believe if one can develop a programme where kids can leave school feeling, one that those people care about me and two that I know enough about myself and at least if I don't have a job, I know how to find one. At least if I can't find a job I know some of the things I can do. At least I know the resources I can turn to. If we can do that, and I don't think we are doing that at the moment, we have certainly in our schools have always assumed that kids will get jobs. The reality is that they are not getting jobs. Many of them are without jobs and they are battling, to find jobs and we have to teach them to survive in whatever system that is going to be operative in the future. So I would tend to go for something like that. I am inclined to feel that maybe we are going to have to change our focus and maybe we are going to have to say we can't afford the luxury of one person doing this job but we cannot afford not to have the luxury of some one who knows something about guidance and actually who can guide the process within the school.

Naicker Thank you very much Mr Brownell.

Transcript of interview with Mr.D.M. Gumede, Head of psychological services of the Department of Education and Culture : KwaZulu Government.

Naicker Thank you very much for meeting me Mr Gumede. I would like to discuss issues around guidance and counselling in KwaZulu. Would you briefly describe what is happening in terms of Guidance and Counselling in Kwazulu ?

Gumede We are not functioning like the White education and the Indian education departments. The reason is that we don't have qualified staff for that. So what we have are just teachers ... they do career guidance and educational guidance to help those students who are not in performing well. That is basically what they are doing. We don't have guidance teachers in schools. What we have are inspectors who are supposed to motivate teachers to do this type of work. So you can see this is not effective system as such because to be effective you must have people in the school doing the job.

Naicker You don't have teachers doing guidance ?

Gumede We are dependent on the inspectors, on their initiative to do counselling here and there, give guidance, apply tests to get some information about the students' performance, aptitudes, interests and so on. So what I may say that it's not as you would find in other departments.

Naicker Would you say this is due to financial restraints ?

Gumede No, it's a matter of not having anyone qualified, for the job as our university doesn't produce the people required, as you have in the case of Durban-Westville and Natal University. So ours doesn't provide that, not even remedial education.

Naicker So what you are saying is that there are these posts or provision can be made for these posts if trained personnel can be found.

Gumede Yes the posts are there, it's impossible to fill that. We do not have the teachers. Well we are hoping that in the future if we advertise, staff who are whites, Indians and so on would apply and fill the posts in the future. But at the moment they are not applying.

Naicker So what happens at the school level is that some teacher who has an inclination or interest in guidance and background knowledge in education would teach guidance in the classroom.

Gumede Yes well it will depend on those who let us say have an interest because they are nominated by the principal. But we do have a large number of those who are trained at the university although we cannot identify them because they simply disappear. So it depends on the principal to whom this type of a job is allocated because we do have a guidance period which is supposed to be taught throughout the school.

Naicker What standards ?

Gumede From standard 5 to 10

Naicker And how many periods per week is allocated to them ?

Gumede 2 periods

Naicker 2 periods per week for standard 6 to standard 10. This is quite different from NED and H.O.D. where they have only 1 period a week.

Gumede That has been changed since the beginning of this year.

Naicker So you have 2 periods, and what is the objective of having guidance as a subject in your school curriculum ?

Gumede Well actually guidance is a general term for educating the child in its totality, because you find that in guidance you have what is called personal guidance, that is clear to understand. We have what is called educational guidance, that is guiding the students in the choice of their subjects, helping the underachievers, motivating them to work hard. That's educational guidance and then we have social guidance which has to do with the general norms of the behaviour so that when they leave school they are acceptable and productive in their community. And then we do have this personal guidance, that has to do with the problems of the individual child. It is where we think the assistance of a school teacher with some background in psychology would be helpful to children with some specific problems. So you can see guidance covers the aspect of living.

Naicker So it is like life skills education ?

Gumede It's something that is general, and actually it covers those parts which are not covered by general teaching.

Naicker However the subject that is taught here, is taught by teachers who are not specifically trained.

Gumede Some are trained, some are not.

Naicker What would you say the general rule is ? Are most trained, or are some trained ? I am trying to establish a pattern.

Gumede I cannot give you a definite answer. What I can say is that those who are nominated by the principal, he has his criteria, or he chooses those who are motivated. But you find that in some cases the principal themselves take the subject because they say that if they handle the subject it improves.

Naicker What happens in terms of counselling ? Because you don't have qualified personnel, I would then assume that there is no individual counselling going on at Kwazulu schools.

Gumede Except for 4 schools where we have a full-time guidance teacher with qualifications in counselling as well.

Naicker How many high schools are there in Kwazulu ?

Gumede About 400 to 700. I'm not sure, because everyday there is a new school coming up.

- Naicker Has the Kwazulu education department looked at the possibility in teacher training courses ... tried to build in a component where guidance could be taught ?
- Gumede Actually the subject guidance caters for that.
- Naicker You have a subject in guidance in your training course.
- Gumede Yes, but it ends with the first year but others can take it up to the third year. That's a choice subject.
- Naicker I think I have a fair idea of what's going on because you made it pretty simple at the beginning when you said that guidance services are virtually non-existent when compared to N.E.D and H.O.D.
- Gumede Actually you would find that our approach towards guidance and counselling is different in order to make it survive in the education system. Because the way we work you cannot say that this is a useless subject because we are integrated, interwoven with the teachers. We work hand in hand. Whatever we do we tell them that here are the problems, can you help here, as a team of teachers and specialists together.
- Naicker You are the head of psychological services. How many other inspectors do you have in your team.
- Gumede Yes. I should have 25 but at the moment I have 23. It's impossible to fill these

posts.

Naicker Would that also include subjects like special education, remedial education ?

Gumede No, only guidance

Naicker You have 23 inspectors for guidance and each would have a circuit

Gumede Well concerning remedial education we have created 25 posts, but the problem is filling them because most of them do not like to go out to the rural areas especially because they are females. So we have the posts, I have a problem when trying to fill them.

Naicker Who does testing eg I.Q. testing ?

Gumede We don't have time for that. In cases where there are pupils who needs to be tested, let's say here in Durban we ask the Mrs. Shreider of Natal University, to test for us.

Naicker How do you see the future of guidance and counselling in the context of unitary education department ?

Gumede Well in my opinion, it's something that cannot be dispensed with. So it's supposed to survive because without it we don't see education being meaningful to the children. As I mentioned we work hand in hand with all other educators, we make it meaningful to everybody who needs the service.

- Naicker How do you see the service being implemented if it is to be retained ?
- Gumede Well, I think our model will definitely be followed, rather than having a psychological services, being a separate section as you have in the Indian education and Natal education. You might have heard of rationalization while some of the students are allowed to so we are working in the main stream ourselves. So in future that model is safe. You need more people to work with rather than having a section So in future as we are working within the system with other education ... should be integrated.
- Naicker So by virtue of that you would then say that there would be a need for specialist counsellors at each school.
- Gumede There would be. A person should be able do everything in a school let us say perhaps there is a shortage - there is no teacher for a subject, definitely that guidance teacher should be able to help with that subject. So he must be useful so that's when we employ teachers we look at other particulars, not only psychology. We want somebody with education, psychology 3 and then B.Ed educational psychology. The major in a B.A is very important. He must have one of the teaching subjects If he has attained an honours degree all the better.
- Naicker An interesting comment was made in the NEPI report. Mr. Chris Venketsamy, he is involved in College of Further education

in KwaZulu. He made a statement in that report guidance is a "Cinderella" subject and teachers have a "ball". What is your response ?

Gumede No, I didn't hear it,

Naicker It's in the report itself, guidance is a "Cinderella subject and teachers have a "ball".

Gumede It's because we don't have people who are qualified. So you find that they misuse the periods. They do other subjects because it's non-examination. We can't say its a Cinderella subject because they take it seriously in other schools.

Naicker Do you think that the future would be bright for Kwazulu with a unitary department...and would put guidance in its proper place ?

Gumede I have many doubts about the statement unitary. I cannot say that it makes complete sense because the likelihood is that we would be having regions rather than a single strict unitary ...

Naicker Thank you very much Mr.Gumede for your time.