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## Evaluation in support of school counseling in Korea: A proposal\*

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### Abstract

School counselors in Korea are uniquely positioned to evaluate their programs and services to benefit schools and communities. This article briefly reviews the U.S. literature on the evaluation of school counseling programs and provides historical background on the Korean school counseling profession. An evaluation framework for Korean school counselors to conduct formative evaluations of their programs and services is offered. The issue of bullying in Korean schools is also addressed. We apply the evaluation framework to a generic bullying prevention program to illustrate how school counselors would implement program evaluation. We propose a two-component evaluation model to address program improvement and the impact of school counseling programs. Recommendations are provided to support the evaluation of school counseling programs and policies.

**Keywords :** School counseling, WEE centers, bullying, program evaluation, policy evaluation

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## Rationale for program evaluation in school counseling

Over the past 50 years, the U.S. school counseling literature has touted the benefits of school counselors conducting program evaluation (Astramovich, Coker, & Hoskins, 2005; Gysbers, 2004; Sink, 2009; Trevisan, 2002). In the 1980s, Gysbers and others developed the comprehensive, developmental, guidance and counseling programs and argued for the use of program evaluation as a support mechanism to improve programs and services (Borders & Drury, 1992; Dahir, 2004; Lapan, 2001). The model was refined by the American School Counseling Association (ASCA) (ASCA, 2012), and is the prevailing model in U.S. school counseling programs. In this model, school counseling tasks and activities organized with a program structure are well-supported by responsive program evaluation. The school counseling literature continues to support program evaluation that informs program improvement and assesses program impact.

As the profession of school counseling grows in South Korea (over 500 school counselors were employed each year), a focus on program evaluation can serve the interests of policy makers, community members, and school counselors. To pave the way for smooth transitions in the field, program evaluation can support program improvement, measure impact, and provide transparency and accountability for school counseling programs and the school counselors who provide services. Finally, program evaluation can provide a key support mechanism for school counselors by demonstrating social value to the people and government of South Korea.

Despite U.S. calls for program evaluation and the solid rationale for its incorporation into the work activities of school counselors, evaluation has not been embraced widely by the U.S. school counseling profession. This is likely due to a lack of adequate time for counselors to conduct evaluations; insufficient training; and concerns regarding how evaluations will be used by administrators, given possible epistemic differences regarding the value of evaluation (Astramovich et al., 2005; Martin & Carey, 2012; Trevisan, 2000). Despite these barriers, there is some evidence that school counselors are interested in program evaluation and would like more training to effectively carry out program evaluation tasks and activities (Astramovich et al., 2005).

In this article, we provide background on the development of evaluation of U.S. school counseling programs and policies to inform the development of effective school counseling programs and policies in Korea. The historical development of school counseling in Korea is traced from the initial inception of disciplinary guidance teachers to present day WEE projects staffed by school counselors. An evaluation framework is provided for evaluation of school counseling programs. This framework is gaining currency in several countries and could be used by Korean school counselors. We include a simulated evaluation of a bullying prevention program in Korea to demonstrate how an evaluation using this framework would be carried out. Recommendations are offered for incorporating evaluation into the professional practice of Korean school counselors. We advocate a two-component approach to evaluation of school counseling in Korea, including: (1) formative evaluation conducted by practicing school counselors, and (2) policy-level evaluation conducted by an outside governmental agency, such as the Korean Educational Development Institute.

## History and background on school counseling in South Korea

In the 1950s, the U.S. educational delegation initiated educational missions to South Korea and introduced school counseling and guidance theories and methods to South Korean educators. These theories and methods differed markedly from the traditional discipline approaches used in South Korea (Yoo, 1996). In 1963, the South Korean Ministry of Education called for middle and high schools to have “disciplinary guidance teachers.”

Although this created an influx of counseling and guidance teachers in schools as well as training programs in school districts, this initial model of school counseling had many limitations. These included ill-defined role expectations, guidance teachers’ lack of expertise, and services that were primarily focused on disciplinary or career issues rather than mental health concerns (Lee & Yang, 2008). During that time, most guidance teachers were given teaching assignments (about 18 hours per week). Without well-defined school counseling and guidance programs, many teachers saw becoming guidance teachers as a step toward becoming school principals, and therefore opted to work in an administrative role when given the opportunity (Lee & Ahn, 2003).

In the early 2000’s, mental health and interpersonal problems such as teenage suicide and school violence received considerable public attention (Kim, Lee, Yu, Lee, & Puig, 2005). School violence reached younger age groups in the secondary schools. According to the Korean Youth Counseling Institute (2006), in 2004 more than 90% of middle and high school students reported that they had witnessed bullying at their schools, and an estimated 60% of youth reported that they had acted as bullies, been targets, or both.

To address these issues, the Ministry of Education modified the Elementary and Secondary Education Acts (ESEA) to include a school counseling section in 2004. In 2005, the Korean government developed plans to assign 308 full-time, registered school counselors as itinerant school counselors to each school district (Lee & Yang, 2017). Since then, the school counseling profession in South Korea has thrived, with over 6,900 full-time school counselors working in schools and school districts. Currently, most secondary schools (3,209 middle schools; 2,353 high schools) and school districts (182 school districts) have full-time school counselors (Korean Educational Development Institute, 2018).

## WEE schools, centers and classes

In 2007, the Ministry of Education began to investigate a school safety-networking management system called the “close friend classroom project” to prevent school violence. In 2008, the project was renamed WEE (We + Education + Emotion), and developed plans to build a 3-level integrative school safety-networking management system. The first level includes school counseling offices called WEE classes. The second level includes district-level school counseling hubs called WEE centers. The third level includes alternative, state-level counseling schools called WEE schools.

In the first level safety-networking system, school counselors in WEE classes provide counseling services to at-risk students. If these at-risk students appear to need comprehensive

counseling services (including long-term individual therapy, psychological testing, and social-welfare services), school counselors refer them to chief school counselors at the district WEE center (second level). There, multidisciplinary professionals (mental health therapists, clinical psychologists, social-workers, and the like) provide comprehensive mental health services.

At-risk students who do not adjust well to the school environment despite supports from mental health professionals in WEE classes and the WEE center can attend the WEE school (third level) for a period of time. At the WEE school, students receive specialized care (e.g., individual and group counseling, social skill training, and career development services). In 2008, 530 schools implemented WEE classes and 31 school districts built WEE centers. In addition, one province (Chungnam) built a WEE school.

## KEDI expectations for WEE center evaluation

The WEE project has been operating for a decade. Currently, South Korea runs 6,624 WEE classes, 215 WEE centers, and 14 WEE schools. The WEE project is credited for successfully implementing the school counseling system in South Korea. Evaluation of the WEE project for program improvement and impact is a necessary next step to guide WEE project staff in making programmatic decisions and provide information to decision makers to inform sound policy decisions for South Korea.

In 2012, the Korean Educational Development Institute (KEDI) WEE Project Research Center developed and implemented an online performance management system to collect counseling-related statistical data (e.g., numbers of counseling sessions and psychological tests provided) from school counselors employed at WEE classes and WEE centers as part of a performance evaluation of the WEE project. In 2016, the KEDI WEE Project Research Center conducted an evaluation of WEE centers by collecting a variety of implementation data. This included whether counseling facilities (e.g., play therapy rooms) were available, the extent to which at-risk students were being reached, whether at-risk students were receiving the intended mental health services, and staff qualifications.

## State and school district leadership and support

In the U.S., many states are building the foundation for program evaluation in support of school counseling programs. Korea could adopt or adapt a similar foundation as it considers evaluation of school counseling programs. The number of states that require program evaluation for licensure of school counselors has increased over the last 15 years (Trevisan, Carey, Martin, & Sundararjan, 2019), and many states are working in earnest to build the evaluation capacity of the school counseling profession.

Trevisan (2002) outlined a multi-level evaluation capacity building agenda for the school counseling profession that included state and district level initiatives for in-service

training of school counselors. Some states have since exercised considerable leadership to build evaluation capacity for practicing school counselors, e.g., in Utah and Missouri. Martin and Carey (2012) conducted a cross-case analysis of the policy structures of these two contrasting states. In Missouri, school districts and communities exercise local control over education policy and practice. The state department developed and implemented supportive policies to motivate school counselors to conduct program evaluation. Considerable resources were invested to provide evaluation tools for school counselors (e.g., online guides and templates) to support statewide policies.

In contrast, Utah embraces a centralized approach to education policy and practice. To build evaluation capacity in the school counseling workforce, the state department developed a structured, common evaluation system with rigorous oversight. Practicing school counselors were employed in steering committees to inform the development of the evaluation system. Thus, local school counselors contributed to the development of a centralized evaluation system. The state provided incentive funding to support the development of comprehensive, developmental, guidance and counseling programs at the district level, including evaluation support.

In terms of policy-level evaluation, states have provided strong leadership. In an analysis of state-level evaluations of school counseling programs, Trevisan (2017) summarized published statewide evaluations from 11 states. These statewide evaluations used various research designs and statistical techniques to analyze the impact of school counseling programs and services. Results indicate a modest but consistent impact on academic and nonacademic student outcomes. These student outcomes were observed across gender, race and ethnicity, and geographical area. Thus, the findings are robust. In short, findings reveal that school counseling programs can have verifiable positive results and demonstrate that policy-level evaluation is critical in documenting these impacts.

## Evaluation as a concept

As Korea considers evaluation to support school counseling programs and policies, it will be important to clarify the concept of evaluation. A consistent definition, definitive goals, and clear purposes will help stakeholders understand its benefits, as well as the roles and responsibilities of professionals involved in evaluation. A definition of evaluation that holds currency among a variety of fields, disciplines, and evaluators is provided in the joint committee document on program evaluation standards (Yarbrough, Shulha, Hopson, & Caruthers, 2011):

- The systematic investigation of the quality of programs, projects, subprograms, subprojects, and/or any of their components or elements together or singly
- For purposes of decision making, judgments, conclusions, findings, new knowledge, organizational development, and capacity building in response to the needs of identified stakeholders
- Leading to improvement and/or accountability in the users' programs and systems
- Ultimately contributing to organizational or social value (p. 25).

This definition has been endorsed by the American Counseling Association, as this professional group was represented on the joint committee that developed the *Standards* (Yarbrough et al., 2011). Thus, school counseling in the U.S. has some investment in this definition.

The goals of evaluation are reflected in the last two bullets of the definition above, and can be summarized as social betterment. Using systematically collected data about a program, policy, or project can inform decisions that lead to improvements. These improvements in turn lead to better services for participants. Further, evaluation adds value to society, e.g., accountability for government-sponsored programs financed by public taxpayer resources.

To further illustrate how evaluation can benefit the school counseling profession, we present two central purposes of evaluation from the U.S. school counseling literature: (1) program improvement or effectiveness, and (2) assessment of impact. Evaluation for program improvement or effectiveness is often referred to as formative evaluation, while evaluation for assessment of impact is referred to as summative evaluation. Formative evaluation can be used to inform program funders, staff, and key decision makers about how to improve the program and obtain greater effectiveness. Summative evaluation provides key decision makers with information to determine next steps for the policy and programs.

## An evaluation framework for school counseling

A framework for school counseling program evaluation has been developed that meets the expectations of ASCA, and that the authors of this framework believe is user-friendly for busy school counseling professionals in the U.S. and other countries (Carey & Trevisan, 2017; Trevisan, 2017; Trevisan & Carey, in press). The framework can be used to guide the development of both formative evaluation and summative evaluation. The framework includes five components: (1) theory of action, (2) evaluation questions, (3) evaluation design and method, (4) data analysis and findings, and (5) evaluation reporting and use. These components are briefly discussed below.

### Theory of action

The first step in the development of an evaluation for a school counseling program is to construct a theory of action for the program. The theory of action is a statement about how the resources and activities of a program produce short-term outputs and long-term outcomes (Donaldson & Lipsey, 2006). The most straightforward means of developing a theory of action is to construct a graphic showing the relationships among resources, activities, outputs, and outcomes. This is often referred to as a logic model. Logic models can be simple or complex, depending on the nature of the program and theory of action.

They are constructed with boxes and arrows that indicate the direction of resources and activities in terms of outputs and outcomes. Figure 1 shows a simple logic model that illustrates the theory of action for a bullying prevention program. Note the sequence from left to right depicting the resources (counselor time and curriculum), activities (group sessions), outputs (short-term changes in student attitudes, skills, and knowledge), and outcomes or long-term benefits (improved social climate and reduced bullying).

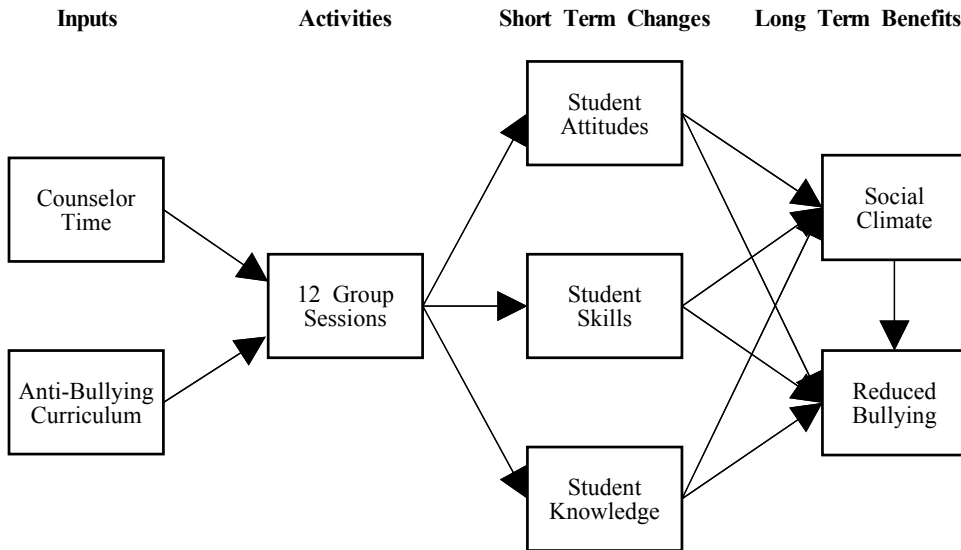


Figure 1. Logic model for generic bullying prevention program

The advantages of a theory of action and logic model are threefold. Firstly, a theory of action helps program staff and stakeholders negotiate and understand the theory of action. With a common understanding, they can work together for greater impact. Secondly, a theory of action encourages transparency about programs and services. Thirdly, a theory of action forms the basis of a well-constructed evaluation, with resources and activities as the focus of formative evaluation, and outputs and outcomes as the focus of summative evaluation.

## Evaluation questions

Evaluation questions provide further focus to the evaluation. The questions signal the types of data that need to be collected. This helps shape the evaluation design and methods that will be used. As a starting point, logical questions may be asked when conducting a formative evaluation and summative evaluation, respectively. Since

formative evaluation focuses on program implementation and improvement processes, the following questions are often included:

Was the program implemented as planned? Were any program components changed? What is working well? What needs improvement?

Summative assessment focuses on the intended impact and unintended consequences. Logical questions include: Were near-term outputs achieved? What is needed in order to report long-term outcomes? Were there unintended consequences of the program (positive or negative)? What is the overall impact of the program?

As evaluation questions are developed, stakeholders may add what they think is essential to know about the program. For example, program staff and community members may want to know specific details about how the program is working on a day-to-day basis. Administrators and policy makers likely want to know about program impacts. It is important to obtain feedback from key stakeholders during the development of evaluation questions. This helps focus the evaluation on the features of the program that are important to stakeholders.

## Evaluation design and method

The evaluation design and method (data collection strategies) are chosen to answer the evaluation questions. In formative evaluation, both quantitative and qualitative methods are often used. This may include interviews, observations, questionnaires, and disaggregated student outcome data. For summative evaluation, technically sophisticated designs are often employed to compare before and after intervention data or to compare students who have received services with those who have not. These comparisons are made with experimental or quasi-experimental designs and statistical techniques that capture changes in outcome data. Interviews of program personnel or administrators may be used to identify unintended consequences of the program.

In both formative evaluation and summative evaluation, the design and data collection strategies chosen should be logically connected to the evaluation questions, feasibly implemented with available resources, and well-planned so that data can be reliably collected. For formative evaluation, program staff often design and conduct the evaluation, perhaps in concert with other stakeholders. For summative evaluation, external evaluators likely provide the majority of evaluation work.

## Data analysis and findings

Data analysis in evaluation focuses on the kinds of strategies used to make sense of the data. Qualitative data (e.g., from interviews) requires analysis of trends, themes, patterns, and outliers. Statistical methods are used to analyze quantitative data. These include descriptive, correlational, and experimental methods. Depending on staff



expertise, outside consultants may be needed.

Evaluation findings can be considered as answers to evaluation questions. Findings provide the basis for program change recommendations. Findings are usually best organized by the evaluation questions. They should be presented clearly and concisely, addressing the particular evaluation question for which the data were collected.

## Evaluation reporting and use

Evaluation reporting and use entail how evaluation results and recommendations are communicated and whether and how the evaluation is acted on. Reporting on evaluation is typically conducted by developing an evaluation report. The report is submitted to the principal, school oversight board, teachers, parents, and/or another stakeholder group. The report is typically organized in the general evaluation framework presented in this section. The full evaluation report includes all aspects of the evaluation and often ends with a set of recommendations for changes to the program.

This framework provides a straightforward means for the school counselor to carry out an evaluation and organize a full report. It can also be used as a rhetorical device to organize stakeholder input about programs and services. If they are asked about aspects of the evaluation, school counseling professionals have a ready means to address all aspects of the evaluation by using this framework. The evaluation framework conveys accountability and transparency in providing program services. We recommend that school counseling professionals use evaluation reporting to strategically inform and influence key stakeholders about school counseling programs and services.

## Evaluation of school counseling programs: The Korean context

South Korea's current external evaluations of WEE centers provide crucial information to policy makers and other decision makers, as they work to develop the best policies in support of school counseling. These evaluations also provide accountability information to the citizens of South Korea. However, external evaluations tend to provide broad summary information across programs about impacts overall rather than about the day-to-day programmatic and service components of a particular program. Hence, external evaluations typically do not provide evaluative information to program staff (e.g., school counselors) that they could act on to improve day-to-day services.

The use of evaluations is the most researched construct in the evaluation literature (Christie, 2007). Research indicates that in order for program staff (e.g., school counselors) to see evaluation as meaningful, they must be involved in all aspects of evaluation, from conceptualization to implementation to data analysis and eventual use (Weiss, 1988, 1998). KEDI has also recognized this phenomenon. In its current evaluation model, points are assigned to how well various components of the WEE center are established, as well as

the development and implementation of evaluation plans for each WEE center. It is now necessary to develop evaluation capacity among school counseling professionals to provide them with the knowledge and skills to effectively conduct evaluations that informs their day-to-day work.

## Bullying as an issue in the Korean context

Bullying has become a major problem around the world, affecting children and youth of all ages and leaving physical and psychological scars. According to the Ministry of Education (2018) in South Korea, the number of students and parents who reported school violence decreased markedly from 321,000 (8.5% of total student population) in 2011 to 28,000 (0.8%) in 2017. However, younger students are becoming involved, and violence in elementary schools is increasing. Among students involved in bullying, approximately 80% of the students in South Korea first encountered school violence during elementary school. This is a dangerous trend, since early first encounters mean that victims are exposed to school violence for longer periods. In South Korea, the types of bullying between peers and percent of overall reports include verbal abuse, 35.6%; outcasting, 16.4%; physical abuse, 11.0%, and cyber-bullying, 10.8%. While physical abuse between peers has decreased, the amount of cyber-bullying has steadily increased, from 7.3% in 2012 to 10.8% in 2017.

## Bullying prevention programs in South Korea

Several solutions have been suggested to address bullying in South Korea. These include strengthening the safety of facilities, allowing online reporting to the police, increasing the number of closed-circuit televisions (CCTVs) on school campuses, and providing more school police. Several programs proposed by the Ministry of Education to aid victim recovery (e.g., individual, group, peer, and family counseling) have been implemented in WEE classes, WEE centers and WEE schools. In fact, WEE schools now host family healing camps to help victims and their families improve self-care and learn how to effectively deal with psychological trauma.

According to the Ministry of Education (2013), students who bully others have no solid awareness that what they are doing is inappropriate and simply continue this behavior. However, in 2018, the Ministry of Education reported that 43.2% of the assailants stopped what they were doing when they realized that what they were doing was wrong. On the other hand, only 27.0% stopped because the school took action. This provides strong support for the idea that teaching students about the negative impacts of their actions and learning that bullying is wrong is more effective in preventing school violence. When students are taught at an early age about the moral implications of bullying and understand that school violence is wrong, they are less likely to engage in

bullying. Therefore, several bullying prevention programs (e.g., Buddy School) have been designed and implemented for all students as classroom guidance activities in WEE classes and WEE centers.

## Evaluation to support a school district bullying prevention program: An illustration

In this section, we provide a simulated example of how Korean school counselors might conduct a formative evaluation of a school district bullying prevention program. For this evaluation, a lead school counselor could take responsibility for developing the formative evaluation plan and coordinating the tasks and activities. The plan would be developed in draft form and vetted with all school counselors. The logic model in Figure 1 could be constructed by a subset of school district school counselors and vetted among all school district school counselors to converge on a viable logic model. This provides the starting point for the evaluation. The evaluation questions developed by school counselors would include: Is the bullying prevention program implemented as planned? Is the curriculum being used as the guidelines recommend? Is sufficient counselor time being dedicated for the program? Is the program on track to conduct 12 group sessions? What is working well? What needs improvement?

Depending on the number of school counselors in the school district and the time available to conduct the evaluation, various evaluation data collection strategies could be implemented. This includes administering interviews, focus groups, and/or questionnaires to school counselors to determine how they are implementing the curriculum, the amount of time allotted, and the number of group sessions conducted. Stakeholders could also be identified (e.g., teachers, parents, community members). Questionnaires could elicit stakeholder perceptions of how the program is working, whether or not improvements need to be made, and their overall satisfaction with the program.

Once data are collected, the working group of school counselors would summarize the information. They would then identify themes or patterns in the data and mark any outliers for further consideration. The data would be organized to answer the evaluation questions. Responses for improvement could be organized to determine whether these data coalesce around a core set of program improvement recommendations.

An evaluation report would then be written and communicated widely in a variety of ways. The evaluation framework would form the organizing structure for the report. School counselors would meet to discuss the report and develop an action plan for recommended program revisions. The full report could be provided to building administrators, the school district superintendent, and any other school personnel whom school counselors think should have a copy. Community meetings could be established to share results through a PowerPoint slide presentation, for example, and an open discussion would follow.

## Discussion and recommendations

The benefits of school counselors conducting evaluation are threefold. First, evaluation of school counseling programs and services by school counselors begins to establish boundaries and definition concerning their roles and responsibilities. The programs, interventions, tasks and activities covered by the evaluation garner attention by school counselors, the building principal and teachers, parents, and other stakeholders who are interested in the work of school counselors. Given the current role ambiguity of school counselors in Korea, evaluation could be a catalyst to define the work of school counselors and build broad understanding of what school counselors actually do. Broad understanding could lead to acceptance and recognition of the unique skills that school counseling professionals offer to support students, families, and K-12 educators.

A second benefit of school counselors conducting evaluation of their programs and services is the strong potential for them to act on and be influenced by the evaluation. Program staff are more likely to accept and embrace the evaluation if they are intimately involved in its development and implementation (Weiss, 1989, 1998). In turn, programs and services could be modified to generate better outcomes for students, teachers, and parents.

Third, the process of school counselors evaluating their programs and services will build evaluation capacity and foster organizational learning (Trevisan & Walser, 2015). With respect to evaluation capacity, school counselors will develop the knowledge and skills to conduct and react to evaluation. In turn, school counselors will more likely use the evaluation information to improve program effectiveness. Further, by conducting evaluation of programs and services, school counselors will participate in a form of organizational learning. This will help them better understand the nature of the student issues they respond to, the kinds of responses and interventions that can be employed to address these issues, and ways to best integrate programs and services within the school and district organization for maximum benefit.

The evaluation framework offered in this article provides a starting point for Korean school counselors to grasp the important elements of program evaluation, the means to develop and conduct evaluation to inform their work, and the motivation to build an evaluation repertoire within the Korean school counseling profession. Use of the framework could also meet expectations by KEDI for continued evaluation of WEE Center services. The illustration for evaluating a bullying prevention program provides an example that school counselors can refer to and gain straightforward entry into the enterprise of evaluation. The evaluation of school counseling programs, interventions, and services is essential for addressing serious student issues throughout Korea. Improved services are more likely to generate positive outcomes for students. When Korean policy makers and taxpayers know that school counselors are regularly evaluating programs for quality, they may continue support of these programs.

While there are clear benefits to school counselors conducting evaluations of their programs, there are also challenges in bringing this idea to fruition. Perhaps the most obvious is the lack of evaluation education and training for pre-service and in-service school counselors. Lack of training has been a historic issue documented in the U.S. literature on school counseling. This is likely also true in many other countries attempting to build the school counseling profession. Korea is simply a case in point.

In addition, the lack of sufficient time to carry out evaluation activities under an already heavy workload must be addressed if evaluation is to be incorporated into the repertoire of school counselors. Coursework and other educational experiences for pre-service school counseling students as well as professional development opportunities for practicing school counselors will be necessary.

In addition, concerns about how evaluation might be used by administrators and other stakeholders, is well documented in the U.S. literature on school counseling. This may be partly due to past negative experiences with evaluation and evaluation systems, particularly when the use of evaluation data was not clarified at the outset. This pattern can create uncertainty in the minds of professionals. And, many have argued that this concern prevents broader implementation of evaluation within the school counseling profession. There is anecdotal evidence that some WEE center staff may feel initial trepidation about conducting evaluations due to concern that their work will be negatively evaluated by stakeholders, such as Ministry of Education policy makers.

We offer the following recommendations for the implementation and improvement of evaluation in support of Korean school counseling. We maintain that acting affirmatively on all recommendations will help to move school counseling forward as a profession in Korea and increase the likelihood of positive outcomes for students throughout Korea. Moreover, program stakeholders will have confidence that government resources are being used wisely to address widely recognized problems and issues that students experience, and K-12 educators face as they work to educate Korean youth.

## Recommendation 1: Implement a two-component evaluation system

Most of this article addresses one component of a two-component evaluation model, namely, professional school counselors conducting formative evaluation of their own programs. The reason is simple. There is strong evidence in the U.S. that school counselors conducting formative evaluation of school counseling programs and services provides a significant payoff, as addressed in this article. However, in order for this strategy to be successful, the second component of the evaluation model that addresses summative evaluation must also be initiated (Lee & Yang, 2017; Trevisan, 2017). Policy-level evaluation provides assessment of impact, as noted in the U.S. context, and can provide meaningful information to support school counseling programs. Summative evaluation could generate ways to more efficiently and effectively implement policies that drive the development of local school counseling programs. The formative evaluation component provides the stimulus needed at the local level to ensure broad student outcomes at the policy level. Thus, the two components work in tandem.

Many models and methods exist in the U.S. literature for policy-level evaluation (e.g., Carey, Harrington, Martin, & Stevenson, 2012; Carey & Martin, 2015; Dimmitt & Wilkerson, 2012; Sink, Akos, Turnbull, & Mvududu, 2008). Trevisan (2017) offers a variety of large-scale evaluation strategies that could provide impact data on school counseling policies in Korea.

Lee and Chung (2017) provide the foundation and benefits for implementation of cost-benefit analyses for policy research in Korea.

Current large-scale policy evaluation in Korea is conducted by agencies outside of local school counseling programs. These external policy evaluations provide important accountability information for policy makers and taxpayers beyond local program evaluation. The external nature of these evaluations in the U.S. are often viewed as a more objective examination of policy and thus, are viewed as credible evaluations, evaluations that can be embraced broadly across stakeholder groups. Thus, we recommend that the current feature of external evaluation in Korea be maintained when assessing impact and evaluating policy.

## Recommendation 2: Enhance graduate education in program evaluation

Education and training in program evaluation for graduate students in school counseling in the U.S. is uneven. Evidence suggests that many graduate programs in the U.S. provide little in the way of evaluation training (Trevisan et al., 2019). Moreover, many programs that require a research methods course confound research with evaluation. Thus, they do not provide the essential characteristics of program evaluation. The same dynamic may occur in Korean school counseling graduate programs. Therefore, work at the graduate program level is needed to ensure that Korean students receive sufficient education and training to fulfill program evaluation tasks and activities as professional school counselors. Understanding of the evaluation framework offered in this article could be a starting point. Additional skills development could be obtained by students working on formative evaluation of a local district program to fulfill graduate practicum experiences.

In the U.S., the Council for Accreditation of Counseling and Related Education Programs (CACREP), the accrediting body for school counseling programs, combines research and evaluation expectations into one set of standards. This blurs the lines between research and evaluation, further confounding the two enterprises (Trevisan, 2000; Trevisan et al., 2019). Often a graduate course in research methods is required with the idea that program evaluation expectations are *de facto* being met (Trevisan et al., 2019). This may also be the case in many Korean graduate programs. Trevisan (2000) recommended that accreditation requirements clearly articulate program evaluation expectations for certification of school counselors. Accreditation expectations or graduate program oversight standards in Korea could be developed to ensure clear program evaluation expectations for licensure of school counselors.

### Recommendation 3: Implement professional development for practicing school counselors

Should Korea move to embrace program evaluation as outlined in this article, professional development will be needed for practicing school counselors, as most have not received education and training in program evaluation. Beyond our examples from Missouri and Utah, research has been conducted on program evaluation-oriented professional development activities for professional school counselors. Astramovich et al. (2005) and Trevisan and Hubert (2001) examined school district in-service evaluation training for practicing school counselors. They identified the need for an individual within the school counseling program to lead the implementation of program evaluation work. Sustained buy-in from school district administrators is essential. They recommended a long-term approach to providing professional development support to school counselors in order to build a solid foundation of knowledge and skills in evaluation.

### Recommendation 4: Manage evaluation anxiety of Korean school counselors

Perhaps one of the greatest challenges to implementation of evaluation in support of Korean school counseling is the anxiety that school counselors feel with respect to evaluation in general. As mentioned, this usually comes from negative past experiences with external evaluation or uncertainty concerning how the results of an evaluation might be used. Donaldson, Gooler, and Scriven (2002) identified evaluation anxiety as an issue that should concern anyone in the evaluation enterprise. The consequences are far-reaching and could include lack of cooperation from key stakeholders (i.e., school counselors), difficulty in accessing data, resistance to using evaluation results, and in the extreme, a reduction in overall performance and productivity.

Donaldson et al. (2002) offer strategies for managing evaluation anxiety. Government agencies responsible for external evaluation of educational programs or promoting policies that compel evaluation by program staff may also be interested in these strategies. Two strategies are noted here. One strategy is to be clear about the purpose of a particular evaluation. Clarity will decrease uncertainty, which in turn decreases anxiety and increases cooperation. The second strategy is to allow stakeholders (school counselors) to discuss and influence all aspects of the evaluation system, as was done in the states of Missouri and Utah. School counselors often appreciate having their voices heard, and see that their concerns are being factored into the development of an evaluation, formative or summative. Procedures should be in place to allow school counselors to address their concerns about the evaluation (summative evaluation) and its results. By adopting strategies to decrease evaluation anxiety, the overall evaluation initiative will be enhanced, increasing the probability that decision makers will receive accurate information to act upon.

## Final comments

After discussing potential evaluation projects with KEDI and MOE, we believe that building a culture of evaluation, from WEE classes to WEE centers to government agencies, will take a concerted effort. This may be the most important undertaking to move the field of school counseling forward. We are not advocating formative evaluation at the expense of summative evaluation or vice versa. Each serves a unique and important complementary purpose (Trevisan, 2017). Rather, we advocate constructing an evaluation system that supports Korean school counselors in conducting their own formative evaluation of programs, coupled with periodic policy level evaluation by an outside agency such as KEDI. Based on prior research, we believe that this strategy will foster greater utilization of evaluation data to inform changes in the day-to-day operation of school counseling programs. This, in turn may generate more positive student outcomes that can be documented by policy level evaluation. When taxpayers and policy makers are aware that school counselors are regularly evaluating their programs, school counseling programs may gain further support. When program improvements are made on a routine basis, summative evaluation is likely to show a positive impact from school counseling government expenditures. In other words, everyone benefits.

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