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## Assessment of the Implementation of Policy Provisions on Guidance and Counselling in Secondary Schools in Dala Zonal Education Directorate, Kano State Nigeria

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### Abstract

*The study was conducted to assess the implementation of policy provisions on guidance and counseling in secondary schools in Dala Zonal Education Directorate, Kano State, Nigeria. The objective of the study is to ascertain if the guidance and counseling is implemented in secondary schools as provided in Nigerian National Policy on Education. The study employed the use of survey design. The population of the study comprised all principals and teacher counsellors of public senior secondary schools and they are 123 in number. Out of the population, simple random sampling was used in selecting 86 respondents across boys' and girls' schools as suggested by research adviser 2006. A researcher developed questionnaire titled Implementation of Policy Provision on Guidance and Counseling in Secondary Schools (IPPGCSS) was used as an instrument for data collection. The instrument was validated by experts in the field of psychology, and Guidance and Counselling cluster, Faculty of Education Bayero University Kano. A pilot study was conducted to ascertain the reliability of the instrument and  $r = 0.76$  was established as reliability index. Frequency table and simple percentage method was used for data analysis. T-test independent sample was also used to test the hypothesis on the difference between boys' and girls' secondary schools on the availability of guidance and counseling facilities. The research finding established that teacher counsellors are appointed and every secondary school has at least one teacher counsellor. It is also revealed by the finding that teacher counsellors attend training and the most regular training attended is workshop, followed by seminar, then refresher course. However, guidance and counseling facilities that are found available, adequate and workable in secondary schools are projector and posters. While others like counseling room, counseling forms e.t.c are not adequate. Once again the finding established that there is no any difference between boys' and girls' secondary schools on the availability of guidance and counseling facilities.*

**Keywords:** National Policy on Education (NPE), Policy provision, Implementation, assessment.

### Background of the Study

The National Policy on Education (2004), section 11, sub-section 101, article (j) recommends the implementation of guidance and counselling to schools which said that "In view of the apparent ignorance of many young people about career prospects, and in view of personality maladjustment among school children, career offices and counsellors shall be appointed in post-primary institutions. Since qualified personnel in this category scarce, government shall continue to make provision for the training of interested teachers in guidance and counselling. Guidance and counselling shall also feature in teacher education programmes. Proprietors of schools shall provide guidance-counsellors in adequate number in each primary and post-primary school". In another instance, the policy stressed that "in view

of the fact that students do not choose courses and jobs realistically also because of the evident maladjustment exhibited in students, it was necessary to introduce guidance and counselling services in our schools and teacher-counsellors should be posted to all schools to effect the programme." If this policy provision is implemented effectively the rate of immorality and social vices will be minimized to the significant level. However, if it is implemented as provided, the career choice will not be a problem among secondary schools students.

In order to comply with this provision, Kano State Government officially incorporated guidance and counselling as formalized educational service right from 1977 to date. The great importance and significance attached to guidance and counselling in our educational system make it necessary for an effective implementation of these services in secondary schools. Proper implementation of this provision is in line of helping students in many dimensions in order to meet needs of the students in ever changing educational policies, KSSSMB (2017)

### **Statement Of The Problem**

Guidance and counselling services have been introduced in Nigerian Secondary Schools in order to enhance the personal, social and academic development of students and assist them to make realistic career choices and decisions. However, the extent of implementing these policy provisions remains subject of investigation as there are limited studies regarding implementation of national policy on education.

The recent complex changes and education trends in the world work and society calls for proper implementation of guidance and counseling services in Nigeria particularly in the school system. Some of these trends are unstable homes, poor academic performance, drug abuse, high risk sexual exploitation, cultism; kidnapping e.t.c of latest concern to the government and stakeholders of education is the trend where some graduates of primary school and secondary school are unable to pass common entrance examinations into secondary and tertiary levels. Also, some graduates of the tertiary institutions are no longer fit into the labor market because of unemployment and underemployment among others. This trend calls for proper implementation of Guidance and Counseling services in Nigeria, to remedy the sorry situation. The Federal Government in realization of this need has in the National Policy on Education (2004), stated that it is desirable to properly implement Guidance and Counselling in each post-primary secondary school in Nigeria. Also, Fafunwa (1999) in Nwachkwu, (2007) supported the idea as Minister of Education by saying that a mandatory student Guidance and Counseling Service should be established in all Nigerian Institutions because through such services, the true conditions of the Nigeria Economy and its ever increasing labor market demands will be met by students as employees or employers of labor in both the formal and informal sectors of the economy. Denga (1986) also noted that developmental needs of young people call for proper guidance in these issues: Developing concepts of good values, and desirable behavior in society, Understanding personal assets and liabilities, making plans for deep personal relationship, making good vocational plans for the future. These diverse needs of youths call for proper implementation of guidance and counseling services. Other areas of needs in Nigeria are areas where manpower is in short .supply such as engineering, agriculture, architecture, medicine and aviation, these areas call for guidance of youths in order to reduce the problem of unskilled and incompetent workforce (Egbochukwu, 2008; kottler; 2004; Mogbo, 2004; Ipaye, 1983).

Clearly, the implementation of policy provision on guidance and counseling in secondary schools in Nigeria, particularly in Kano state is not encouraging. As the KERD, KSSSMB and Kano state ministry of education in their various reports revealed that guidance and counseling remains very poor in

secondary schools. This problem has prompted the researcher to conduct a survey in secondary schools in order to assess the implementation of this policy provision.

### **Objectives of the Study**

The study is designed to achieve the following objectives;

1. To examine the availability and adequacy of teacher-counsellors in secondary schools in Dala Zonal Education Directorate as in policy provisions on guidance and counseling.
2. To examine training of teacher counsellors in Dala Zonal Education Directorate, Kano state as in policy provisions on guidance and counseling.
3. To find out the facilities available for guidance and counselling in secondary schools in Dala Education Zone as in policy provisions on guidance and counselling.
4. To find out whether facilities for guidance and counselling vary between boys and girls secondary schools

### **Research Questions**

1. To what extent do teacher counsellors are available and adequate in secondary schools in Dala Zonal Education Directorate?
2. To what extent do teacher counsellors attend training in Dala Dala Zonal Education Directorate?
3. What are the facilities available for guidance and counselling services in secondary schools in Dala Zonal Education Directorate?
4. What are the difference in facilities used for guidance and counselling services between the boys and girls schools in Dala Zonal Education Directorate

### **Research hypothesis**

Ho:

There is no significant difference of counselling facilities between boys and girls schools in Dala Zonal Education Directorate

### **Significance of the Study**

The finding of this study will be useful to educational stakeholders as it provides data available on the implementation of policy provision on guidance and counseling in secondary school. It also assist the school administrators on their roles and what the government expect from them in the course of implementing guidance and counselling as provided by national policy on education. The study is in line with motivating and encouraging the teacher-counsellors to understand the importance attached to the responsibility given to them, so that they should double their effort to work tirelessly towards effective execution of their assignment. To parents, the study will be of utmost importance, as it is on the way of helping parents with adequate information about the roles in implementing policy provision in guidance and counselling.

### **Scope and Delimitations of the Study**

The study focuses on public senior secondary schools only in Dala Zonal Education Directorate in Kano State. Others like community, private, voluntary and junior secondary schools of the study area were

delimited. The study is also restricted to categorical statement of NPE on guidance and counselling as it is directly and clearly enshrined in section 11, sub-section 101, article (j), p:24. The section requires the adequate appointment, training and provision of facilities to teacher counsellors in every primary and post primary schools in Nigeria.

## **Concept Of Guidance And Counselling**

### **Guidance**

Bamgbaiye (2000), defines guidance as an elaborate preparation, arrangement and programmes directed towards helping individual(s) make wise, intelligent choice and decision. Under guidance programme, individuals (clients) are led to understanding their abilities, potentials, weaknesses, attitudes, interest and capabilities. The long and short terms goals are self fulfillment and self adjustment in society. It can be captured from the definition above that guidance is a process through which individuals can be helped to have self understanding by determining their own capabilities, needs and interest with sole aim of setting their own goals and make plans for the attainment of the goals.

### **Counselling**

Alemu (2013), Counselling is the service offered to the individual who is undergoing a problem and needs professional help to overcome it. The problem keeps him disturbed high strung and under tension and unless solved his development is hampered or stunted. Counselling therefore is a more specialized service requiring training in personality development and handling exceptional groups of individuals. As defined above, Counselling is a face to face encounter that involves two persons (counsellor and counsellee), one (counsellee) consciously seeking help, and other a professionally trained person (counsellor) helps to solve, orient and direct him towards a goal.

### **Guidance and Counselling**

According to Kolo (2001), "Guidance and counselling is defined as an enlightened process whereby people help people by facilitating growth and positive adjustment through self-understanding". Akinade (2012), sees guidance and counselling "as a process of helping an individual become fully aware of him and the ways in which he is responding to the influences of his environment. It further assists him to establish some personal meaning for this behaviour and to develop and classify a set of goals and values for future behavior".

### **Aims of Guidance and Counselling in secondary school**

Heyden, 2018 gives the following as aims of guidance and counselling in secondary schools

- To Provide for the Realization of Student Potentialities
- To Help Children with Developing Problems
- To Contribute to the Development of the School's Curriculum
- To Provide Teachers with Technical Assistance
- To Contribute to the Mutual Adjustment of Students and the School

### **Qualities of a Good Counsellor in Secondary Schools**

Nkala (2014) is of the view that, School counselors often have no adequate time to tend to large number of students (hundreds or thousands of students), but the impact that they can make makes the profession

one of the most rewarding for those willing to join the train. To be a counselor in primary and post primary school, one is required to have some necessary qualities as follows.

1. Be a good listener.
2. Be able to assess.
3. Be an excellent communicator.
4. Appreciate diversity.
5. Be friendly.
6. Be authoritative.
7. Be well-rounded.
8. Be able to coordinate.
9. Have good evaluation skills.
10. Have a sense of humor.

### **Policy Provisions on Guidance and Counselling in the National Policy on Education**

Several provisions for the institutionalization of guidance and counselling in secondary schools have been made in the National Policy on Education (NPE). The great land-mark policy that directs the affairs of Education in the country is NPE, and equally shows the good intention of the Government towards transforming the country through Education. NPE is therefore serving as a blue print of the entire Educational activities of the Nation. The involvement of guidance and counselling to educational development and other relevant issues which have guidance and counselling implications are found in different parts of NPE (2004) revised. There various applicable policy statements that converse on provision of guidance and counselling in secondary schools as contained in the NPE. In this regard, the researcher concentrates mainly on **section 11** which is regarded as Educational services, sub-section 101, article (j), p: 47, this section makes a categorical, adequate, direct and clear statement on the provision of guidance and counseling in primary and post primary schools as follows:

*"In view of the apparent ignorance of many young people about career prospects, and in view of personality maladjustment among school children, career offices and counsellors shall be appointed in post-primary institutions. Since qualified personnel in this category scarce, government shall continue to make provision for the training of interested teachers in guidance and counselling. Guidance and counselling shall also feature in teacher education programmes. Proprietors of schools shall provide guidance-counsellors in adequate number in each primary and post-primary school".*

It can be deduced from the above provision that:

- There is need for guidance and counselling in Nigerian primary and post primary schools
- The students ignorance about career prospect can be solved through guidance and counseling
- The problem of personality maladjustment among students can be solved through the implementation of guidance and counseling.
- Counsellors should be appointed in every primary and post primary schools
- The government also realizes that there is inadequate professional counsellors in our schools
- Interested teachers should be trained to manage the guidance and counseling in primary and post primary schools
- The school administrators should ensure the provision of adequate number of counsellors in primary and post primary schools

### **Methodology,**

#### **Research Design**

The study employed descriptive survey design to assess the implementation of policy provision on guidance and counselling in secondary schools in Dala education zone. According to Bichi, (2002),

descriptive Survey is used in preliminary and explanatory studies to allow researcher to gather information, summarize and interpret for the purpose of clarification.

### Population, Sample And Sampling Techniques

The population of the study comprises of all principals and teacher counsellors of public senior secondary schools in Dala education zone in Kano state, because they are in the best position to explain how the policy provision on guidance and counseling is being implemented in secondary schools. There are forty one (41) public senior secondary schools in the study area. Out of 41 schools, 21 are boys' schools while the remaining 20 are girls' schools. There is total number of forty one (41) principals, 21 from boys schools while the remaining 20 form girls secondary schools. Apart from principal, there are 82 teacher counsellors in public secondary schools in the zone, that is two counsellors from each school. Out of 82 teacher counsellors, 63 are from boys' schools while the remaining 60 are from girls' school. Therefore, the total number of the population is 123 that comprises both principals and teacher counselors, KSSSMB 2017.

The sample size of this study is a total number of 86 principals and teacher counsellors from forty one public senior secondary schools in the zone using Research Advisors (2006). The distribution of the sample subjects is determine by multiplying total number of principals and teacher counsellors from boys' school i.e 63 by total number of sample size which is 86, then divided by the total population which is 123 and obtained 44. And also multiply the total number of principals and teacher counsellors from girls' school i.e 60 by total number of sample size which is 86, then divided by the total population which is (123) and obtained forty two (42), as recommended by Research Advisors (2006).

**Table 3.1: Table of Sample Size**

The table below represents the proportional sample size of research population.

S/N	School Gender	Total Number of principals and Teacher Counsellors	Number of Sample of principals and Teacher Counsellors	A
1.	Boys schools	63	44	
2.	Girls Schools	60	42	
	Total	123	86	

proportionate stratified random sampling technique was used in selecting males and females public secondary schools. The population is divided into a given strata, i.e male and female teacher counsellors of public senior secondary schools. Thus, samples were selected in the same proportion of the population i.e from both Boys and Girls senior secondary schools in Dala Education Zone. Therefore a simple random sampling was used in selecting 86 principals and teacher counsellors out of 123.

### Instrumentation

To collect the accurate data from the sample, researcher-developed questionnaire is constructed. The questionnaire is titled "Implementation of Policy Provision on Guidance and Counselling in Secondary Schools (IPPGC)". It is in closed-ended format. The reason why close ended format is used is that it allows easier tabulation and interpretation of result obtained. The instrument (IPPGC) contains two

parts. First part deals with demographic information, while the second part deals with 20 items on assessing the implementation of policy provision on guidance and counselling in Dala Education Zone in Kano state. The questions are structured in Likert Scale Format (i.e strongly agree, agree, strongly disagree and disagree)

The researcher used four (4) likert scale format strongly agree (SA) which carry five (4) point, Agree (A) which carry four (3) points, disagree (D) which carry two (2) points, Strongly disagree (SD) which carry one (1) point to score the items in the questionnaire which assess the implementation of policy provision on guidance and counselling in secondary schools. Since the questionnaire was rated 1-4 and the minimum scores of each item is 1 and the maximum scores is 4. Therefore, the higher scores obtained in each item remains the extent to indicate how effective policy provision on guidance and counselling is implemented in secondary schools in Dala Education Zone

### **Validation and Reliability of the Instrument**

The questionnaire underwent face-validation. It is assessed in collaboration with experts in the field of psychology and Guidance and Counselling cluster faculty of education Bayero University Kano. The reliability index was established at  $r = 0.76$  coefficient, using PPMC after conducting pilot testing.

### **Procedure for Data Collection**

The total number of 86 questionnaires were printed and distributed to the respondents. The researcher visited each school in person and met the respondents after the permission is granted by the principal. The respondents were provided with the questionnaire and politely asked them to fill freely and appropriately. After a day, the researcher went to collect back the filled questionnaires. It was very fortunate that the questionnaires were collected back filled and intact. **Procedure of Data Analysis**

The data collected is interpreted and analysed by using descriptive statistics specifically simple percentage and frequency count tables from SPSS package. Parametric statistics specifically t-test for independent sample is used for testing the hypothesis

### **Data Presentation**

#### **Biographical Information of the Respondents**

##### **Schools Gender**

Table 3.6.1 shows the school gender of the respondents and the results reveal that respondents from boys' schools have the highest participation rate accounting for 44 representing 51.2% than girls' schools counterparts that account for 42 representing 48.8%

**Table 3.6.1: SCHOOL GENDER**

Schools Gender	Frequency	Percent
Boys' schools	44	51.2
Girls' schools	42	48.8
Total	86	100.0

## Gender of the Respondents

Table 3.6.2. shows the gender of the respondents and the results reveal that male have the highest participation rate accounting for 49 representing 57% than female counterparts that account for 37 representing 43%.

**Table 4.6.2: Gender of the respondents**

	Frequency	Percent
Male	49	57.0
Female	37	43.0
Total	86	100.0

## Appointment and Adequacy of Teacher Counsellors in Secondary Schools

**RQ1:** To what extent do teacher counsellors are available and adequate in secondary schools in Dala Education Zone?

Table 3.6.3 indicates appointment and adequacy of teacher counsellors. The results for the statement ‘The school has teacher counsellor’ reveal that majority of the respondents have agreed with statement accounting for 80 representing 93% of the respondents. The result for ‘The counsellor meets the need of the students in the school’ indicate that 68 respondents representing 79.2%. The result for ‘the teacher counsellor is devoted to guidance and counselling service in the school’ reveal that majority of the respondents 83 respondents representing 96.5% have agreed with statement. However, the result for ‘The teacher counsellor has adequate time rendering guidance and counselling service’ show that 83 respondents representing 96.5% have agreed with statement while the results for the statement ‘The has necessary support from school an parent to practice guidance and counselling’ indicate that majority of the respondents 84 representing 95.6% have agreed with statement. Based on the findings, majority of the respondents have agreed that teachers counsellors are appointed and they are adequate.

**Table 3.6.3: Appointment and Adequacy of Teacher Counsellors**

SN	Item Statement	SA	A	D	SD
a1	The school has teacher counsellor	80 (93%)	-	6 (7%)	-
a2	The counsellor meets the need of the students in the school	29 (33.7%)	39 (45.3%)	11 (12.8%)	7 (8.1%)
a3	The teacher counsellor is devoted to guidance and counselling service in the school	43 (50%)	40 (46.5%)	2 (2.3%)	1 (1.2%)
a4	The teacher counsellor has adequate time rendering guidance and counselling service	42 (48.8%)	41 (47.7%)	2 (2.3%)	1 (1.2%)

a5	The has necessary support from school an parent to practice guidance and counseling	42 (48.8%)	42 (48.8%)	1 (1.2%)	1 (1.2%)
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### Teacher Counsellors Training

**RQ2:** To what extent do teacher counsellors attend training in Dala Education Zone?

Table 3.6.4 represents the type of training attended by teacher counsellors and the results show that refresher course is the most regularly attended training by teacher counsellors accounting for 73 representing 84.5% followed by skill acquisition training that accounted for 72 respondents representing 83.7%, followed by conference attendance with 71 respondents representing 82.6%. However, the least among the regularly attended training is seminar with 23 respondents representing 26.7%.

The results also reveal that in-service training and workshop are attended occasionally with 35 and 25 respondents representing 40.7% and 29.1% respectively.

**Table 3.6.4: Training**

SN	Type of Training	Regularly	Sometimes	Rarely	Never
T1	Seminar	23 (26.7%)	20 (23.3%)	31 (36%)	12 (14%)
T2	Workshop	24 (27.9%)	25 (29.1%)	22 (25.6%)	15 (17.4%)
T3	Refresher course	73 (84.5%)	11 (12.8%)	1 (1.2%)	1 (1.2%)
T4	Conference	71 (82.6%)	15 (17.4%)	-	-
T5	Skill acquisition	72 (83.7%)	14 (16.3%)	-	-
T6	In service training	40 (46.5%)	35 (40.7%)	7 (8.1%)	4 (4.7%)
T7	Any other	30 (34.9%)	33 (38.4%)	15 (17.4%)	8 (9.3%)

### Facilities Available for Guidance and Counselling in Secondary Schools

**RQ3:** What are the facilities available for guidance and counselling services in secondary schools in Dala Education Zone?

Table 3.6.5 presents the facilities for guidance and counselling in schools in Dala Education zone. The results show that Projector and transparency material are available, adequate and workable accounting for 65 respondents representing 75.6%., followed by posters with 49 representing 57%.

However, Flip chart is among the item that available, workable but not adequate accounting for 33 representing 38.4%. Similarly counselling is available but not workable accounting for 60 respondents representing 89.8% while slide show and counselling forms are totally not available accounting 84 and 86 representing 97.7% and 100% respectively.

**Table 3.6.5: Facilities available in school for Guidance and Counselling**

SN	Facilities	Available, Adequate & Workable	Available, Workable but not Enough	Available but not Workable	Not available
F1	Counselling room	7 (8.1%)	4 (4.7%)	60 (89.8%)	15 (17.4%)
F2	Posters	49 (57%)	2 (2.3%)	16 (18.6%)	19 (22.1%)
F3	Leaflet	10 (11.6%)	11 (12.8%)	22 (25%)	43 (50%)
F4	Flip chart	26 (30.2%)	33 (38.4%)	20 (23.3%)	7 (8.1%)
F5	Projector and transparency	65 (75.6%)	19 (22.1%)	1 (1.2%)	1 (1.25)
F6	Slide show	2 (2.3%)	-	-	84 (97.7%)
F7	Counselling forms	-	-	-	86 (100)

## Hypothesis Testing

1.H0:

**There is no significant difference of counselling facilities between boys and girls schools in Dala Education Zone.**

Table shows the result for independent t-test for the difference in facilities between boys and girls schools. The result reveals that no significant difference in counselling facilities was found between boys and girls school ( $t(84) = .910, p = .365$ ), indicating that there is no difference between boys and girls schools in Dala Education zone as far as counselling facilities are concerned.

**Table 3.6.6: Mean, SD, T and p values for the Difference in Facilities between boys and girls secondary Schools**

	biological information	N	Mean	Std. Deviation	T	p
Facilities	Boys	44	19.6818	2.00897	.910	.365
	Girls	42	19.2381	2.49692		

DF = 84

### Summary of the Findings

1. Teacher counsellors in Dala Education zone are available and adequate
2. Teacher counsellors in Dala Education zone attend refresher course, conference and skills acquisition workshops
3. Posters and projectors are the most commonly facilities available in schools in Dala Education zone
4. No difference in facilities between boys and girls schools in Dala Education zone

### Discussions of finding

The first finding revealed that there is available and adequate number of teacher counsellors in secondary school in Dala Education Zone, Kano state. Thus, this finding clearly expresses the commitment of secondary schools' administrators in implementing the policy provision on guidance and counselling in Dala Education Directorate. The finding is consistent with National Policy On Education which categorically required the schools' administrators to appoint and ensure adequacy of teacher counsellors in secondary schools. This provision is stated in section 11, sub-section 101, article (j), page 47 "*In view of the apparent ignorance of many young people about career prospects, and in view of personality maladjustment among school children, career offices and counsellors shall be appointed in post-primary institutions.....*" .

The second finding established that teacher counsellors in Dala Education Directorate attend refresher course, conference and skills acquisition workshops. Thus, it can be generalized from this finding that secondary schools' administrators in Dala Education Directorate make an effort towards implementation of policy provision on guidance and counselling through giving training to teacher counsellors of their schools. The provision of training is consistent with the National Policy On Education which precisely stated in Section 11 that "*.....Since qualified personnel in this category scarce, government shall continue to make provision for the training of interested teachers in guidance and counselling.....*"

Another finding explores that the most common facilities that are found available, enough and workable for guidance and counselling in secondary schools in Dala Education Directorate are posters and projectors. Whereas others like counselling room, counselling forms e.t.c are not available or not workable. In consideration with Kafwa (2005) and CIPP model of policy implementation, the effective implementation of guidance and counselling depends largely on the availability of needed facilities and materials. Kafwa (2015) continues that counselling room is required in secondary schools in order to ensure the provision of conducive atmosphere and confidential environment for counselling. However, counselling room served as an appropriate place in which counselling records are kept. It also develops client confidence and interest to visit and feel free to express their feeling. In view of this, secondary schools of the study area must provide the necessary facilities for the policy provision on guidance and counselling to be properly implemented.

The last finding reveals that there is no difference between girls and boys schools on the availability of guidance and counselling facilities in Dala Education Director. It can be generalized that both girls and boys schools have posters and projectors as available, enough and workable guidance and counselling facilities in their schools. While counselling room and other facilities are unavailable or not workable

### Recommendations

Based on the outcome of the research work, recommendations were made. Teacher counsellors should be given adequate chance to attend training so as to boost their working capacity and acquire necessary counselling skills. Counselling room and other needed facilities should be provided in every school. Parents and school administrators should provide adequate supports to teacher counsellors for effective implementation of guidance and counselling services. A standard guidance and counselling programme should be formulated so as to guide the teacher counsellors on what to implement in their schools. Invest in the guidance reference materials, just the way it has invested in academic textbooks. Ensure that guidance sections are monitored regularly by guidance standards officers so that some challenges are identified and addressed early. Not to overload school counsellors with too many non-counselling

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