

THE DEVELOPMENT OF A GUIDANCE PROGRAM
FOR
SEMINOLE COUNTY

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THE DEVELOPMENT OF A GUIDANCE PROGRAM FOR SEMINOLE COUNTY

By

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THE DEVELOPMENT OF A GUIDANCE PROGRAM FOR SEMINOLE COUNTY

PART I

INTRODUCTION

Purpose of This Study. - The purpose of this report is the development of a guidance program which may be used in the County of Seminole or in any county where the rural schools are under the jurisdiction of the County Superintendent of Schools.

The National Survey of Secondary Education lists four types of guidance programs in the United States. These are:

1. Centralized bureaus of guidance for secondary schools in city systems.
2. City school systems with a central guidance organization but with the individual secondary school considered the unit in the program.
3. Centralized bureaus or departments in individual secondary schools.
4. Central guidance organizations in individual secondary schools which utilize regular officers and teachers as guidance functionaries.¹

A county guidance program such as this report seeks to discuss is not listed among the four organizations mentioned above although it has some of the features which are mentioned in programs two and four. There are however at the present time at least seven county programs in operation in various parts of the United States. These programs will be named and some of them briefly described in Part III of this

1 Wm. C. Reavis, Programs of Guidance, National Survey of Secondary Educ. Bulletin 1932, No. 17, U. S. Office of Ed., Washington, D.C., 1933, p. 135.

report.

The title which might best describe the program which this report will attempt to develop is the type of guidance program stated as follows: A county school system with a central guidance organization in the office of the County Superintendent of Schools, but with the unit of organization in the individual rural high school which utilizes its regular officials and teachers as guidance functionaries.

Many present day educators and writers place emphasis upon the fact that the school and the community must be linked together in developing a program of education. The community idea should undoubtedly be the basis for a county guidance program and the purpose of this report is to attempt to show the organization of a guidance program in which the child, the school pupil, the out-of-school youth and the adult are cooperating participants.

The community can serve the school and in turn the school can serve the community in a program that has as its goal the optimal development of all individuals living in the community.

PART II

NATURE AND NEEDS OF GUIDANCE

Nature and Aims of Guidance. - Guidance is not a new term in the educational procedure, yet in recent years educators have come to look upon guidance in a new light - that of helping the pupil. In some school systems guidance means whatever is done by the teachers for pupils in the way of advice or personal counsel; in others, guidance is analyzed into definite fields or activities such as providing assistance to pupils in choosing curricula, developing special talents, or selecting an occupation; still other schools place stress upon the social and moral types of guidance. The above aspects of guidance are fittingly combined in the nature and meaning of guidance as stated by Dr. H. Leigh Baker:

Guidance is an educational process by which we assist individuals in the making of choices and adjustments in significant situations in which they need help. It has various aspects which are inter-related, yet we should recognize these as educational, vocational, health, recreational, and social-civic-moral in nature. Guidance involves a point of view which influences other educational procedures such as classroom teaching, administration, curriculum construction, and provision for extra class activities yet it is not synonymous with such procedure. In addition to a point of view guidance includes provision for specific functions. These functions include development in the individual of an accurate and objective evaluation of himself, of his environmental opportunities especially those which are educational and vocational in nature and counselling to bring the individual into an optimum relation to the opportunities in his environment.¹

1 H. Leigh Baker. Nature and Meaning of Guidance. Given in a class lecture, 1939.

Generally speaking guidance is not considered all of education but as a phase of education which involves helping the individual to build, properly, the world in which he lives, and assisting him to live each day in the best possible way. Guidance is assistance so given that the individual solves his own problems wisely and makes necessary and valuable choices and adjustments between himself and his environment.

Guidance helps the individual to guide himself more ably and to make the optimal adjustment to educational and vocational situations.

Guidance is the giving of such assistance as each individual may need, and giving it in such a way as to increase his ability to solve his problems without assistance.

Jones² states that guidance involves personal help that is designed to assist a person to decide where he wants to go, what he wants to do, or how he can best accomplish his purpose and that guidance assists him "to solve problems that arise in his life".

In discussing the phases and kinds of organized guidance, or guidance as a special department of the school, Jones mentions four areas in which the functions of guidance are closely related:

(1) The school, involving problems of choice of school, course, and curriculum and of adjustment to school life, teachers and fellow pupils; (2) the occupation, including problems of choice of occupation, securing the job, and adjustment to it; (3) leisure time involving choice of leisure-time activities and adjustment to that part of life not taken up by the occupation; (4) leadership, involving choice of leaders and adjustment to leadership activities. Other phases of guidance such as social, civic, moral, and religious

2 Arthur J. Jones, Principles of Guidance, New York: McGraw-Hill, 1934, p. 33.

are of great importance but are either closely connected with other phases of guidance or seem to be advantageously included in the regular work of the school.³

The functions of guidance are to discover the pupil as an individual, to make a study of his abilities, interests, and aptitudes and to make an analysis of the information gained. Then this information should be used in helping the pupil to work toward a harmonious adjustment between himself and his total environment from infancy through life. Jones gives the three functions of guidance as follows: "(1) finding facts about the individual, (2) finding facts about courses and schools, and (3) guiding the student".⁴

Thus it can be seen that guidance aims to assist the individual, through proper counsel, to make wise choices, solve his own problems, make adjustments to his environment and wisely interpret important situations in his life.

Another purpose of guidance is to help the individual prepare himself for efficient participation in the various activities of his present, and possibly future life, giving him, when needed, assistance in connection with school, vocations, leadership, and leisure time.

Guidance aims also to promote desirable changes in the personality of the individual and to help him acquire a sound basis for making decisions and moving toward some desired goal. Guidance would not have the student "arrive", but would lead him to a continuous growth.

3 Ibid., p. 47.

4 Ibid., p. 247.

The Need for Guidance in Small Communities. - Twenty or more years ago there was a tendency in some sections to neglect the small rural school, believing that in time the small rural schools would be replaced by larger villages or city school systems; but today we find that the rural school children are still with us over thirteen million strong in spite of the fact that there has been a slight decrease in the enrolment in the public rural schools.

Recently interest in the small school has increased. This year, 1939, the American Association of School Administrators built their Seventeenth Yearbook around the small school giving it the title "Schools in Small Communities". The Commission on Schools in Small Communities points out in this yearbook that a program of guidance is much needed in schools in the small communities and that the larger proportion of school systems in this country are small systems in rural communities.

The school is the central institution of rural life. Nine out of every ten schools and 55 percent of the teachers in the United States are in communities of less than 2500 inhabitants consequently the vast majority of school systems in the country are small and comprise rural schools. The proportion of our population which is rural is less than that which is urban, but there is slightly more children under fifteen years of age in the rural areas.⁵

Further statistical information showing the need for guidance in the rural school is obtained from the United States Office of Education.⁶

5 American Association of School Administrators, Schools in Small Communities. Seventeenth Yearbook, Wash. D.C.: 1939, pp. 9-14.

6 U. S. Dept of the Interior, Office of Ed. "Review of Conditions and Developments in Education in Rural and Other Sparsely Settled Areas". Biennial Survey of Ed. in the U.S.: 1934-36 Bul., 1937, No. 2, Wash. D.C., Govt. Printing Office, 1937, Vol. 1, Ch. V, p. 70 (Advance Pg.)

From this report we learn that there are in the United States 213,484 rural schools - 138,542 one-room schools, 24,411 two-room schools and 17,627 rural high school with a total enrolment of 13,024,021 pupils. It is plain therefore that we do have and shall continue to have many rural schools and the problem cannot be solved by immediate elimination but by providing the proper educational facilities. This enormous number of rural pupils emphasizes the need for a wholesome rural guidance program. If education is to be effective and for all of the children of all of the people the rural pupil must know the opportunities about him and the school must give the proper guidance for him to develop into an efficient citizen.

Evidently the following quotation describes conditions showing that at this time more than ever before, our schools and communities should be organized for guidance.

We live today in a strange new world, a world of technological progress, expanded population, rapid communication, urbanization, industrialization, ethnic heterogeneity, and extreme personal mobility. Unemployment is still rampant; millions of families live below decency level; crime sweeps the nation in recurring cycles; labor and capital battle according to the "good old plan"; class and caste conflict flares up, dies down, and rises again; endless "isms" - pacifism and militarism, nationalism and internationalism, individualism and collectivism, fascism, communism, and democracy--clamor for public acceptance. The riddle of effective control remains unsolved; personal maladjustment, defeatism, and insecurity are woven into the very pattern of our daily life.

At the expense of missing much of importance, attention may be centered on but one aspect of the present social scene. Under the impact of forces still too near at hand, too complex and elusive for brief analysis, the old community of the fathers has tended to disintegrate. The inclusive neighborhood unity, the warm and intimate unity of the primary group, has been shattered. Pressure groups now dot the social landscape, each seeking to advance a special interest at the expense of

the public weal. Old norms and forms of behavior are everywhere suspect; new codes of conduct, while clearly on the make, have not yet won wide acceptance. Thus the time is one of uncertainty and transition.

Stimulated by the depression, writers have made much of the "dilemma of youth". While there is no denying the pressing need for plentiful jobs and adequate educational facilities, the real crux of the matter may not lie just here. With time-honored beliefs so roundly challenged, with so many different standards of conduct in plain sight, life has become a series of alternatives. To young people in particular, our schizoid culture is extremely puzzling. On every hand they are faced with the necessity of making choices. By what criteria shall conduct be governed? Is the school taking its place as an institution of social guidance?

EDUCATIONAL CONFUSION. - As social life became more complex, adult community members faced a new problem. How were children to be made at home in the emergent world? Who was to educate them in its ways? The historic answer was of course the development of a special institution, the school. Here, at the hand of experts, the too-big milieu was to be broken up into its elements, sifted for basic values, and organized into teachable bits. In short, the school was a device created by the community to do what it could no longer do well, namely, to educate its children.

Now, in the fullness of time, has the school succeeded? The answer has already been suggested. It is found in part, but only in part, in a recent nation-wide survey of lay and professional criticisms of the schools.⁷

⁷ Lloyd Allen Cook, Community Backgrounds of Education. New York: McGraw-Hill, 1938, pp. 2-4.

TABLE I. CRITICISMS OF THE SCHOOLS⁸

General type of criticism of the schools	Number of articles in general magazines			Criticisms in 12 pro- fessional books	Rank order of the criticisms of 88 specialists in sec- ondary education
	44 laymen	20 educators	Total:64 articles		
	2	3	4	5	6
1. "Soft pedagogy; too many frills	12	7	19	1	1
2. Lack of contact with life	6	6	12	5	2
3. Overemphasis on vocational aims	6	1	7	2	
4. Severe discipline; overwork of students	6	1	7		6
5. Neglect of character development	6		6		3
6. Mass education methods	4	1	5	1	5
7. Suppression of individuality	3	2	5	2	
8. Neglect of gifted children	3		3		
9. Control of faddists	1	2	3	2	
10. Neglect of traditional subjects	1	1	2		
11. Neglect of civic and social efficiency	Included with		Item 2	6	7
12. Improper emphasis on high school athletics					4

⁸ Used by Lloyd Allen Cook, Community Backgrounds of Education. New York: McGraw-Hill, 1938, p. 4.

Taken from Evaluating the Public Schools. Phi Delta Kappa, National Educational Association, Washington, 1934.

It will be noted from a study of the table on page nine that educators are agreed on at least two points: the lack of the school to give the "necessary contact with life", and the "neglect of civic and social efficiency". If a guidance program placed in a school is able to carry out its aims and purposes, guidance will surely take care of at least these two lacks in the educational program. A well organized guidance program sponsored by teachers with a vision of guidance and "guidance conscious" will make an effort to see that the pupils have the proper "contacts with life" and develop into socially efficient citizens.

Cook gives ten basic objectives which are the underlying principles of programs much needed in small rural communities:

- (1) The discovery of children whose anticipatory behavior may lead to maladjustment.
- (2) A search for health conditions as a cause of behavior difficulties.
- (3) Provision of special classes or special schools for atypical children.
- (4) Development of controls within the child (ideas, ideals, standards) which will function in life situations.
- (5) A complete record of each child, including autobiographical data, personality inventory, academic progress, home backgrounds, leisure pursuits, and teachers' report of behavior.
- (6) Provision within the school system for behavior clinics.
- (7) Employment of home visitors, visiting teachers, or school counselors, to bridge the gap between home and school.
- (8) Vitalization of all education by linking it more closely with the practical problems of community life.
- (9) School initiative in integrating child-caring agencies.
- (10) School leadership in an inclusive adult education program.⁹

A county-wide organization is the most expedient agency to bring such a program to the rural communities. The above objectives offered by Cook reach the three human fields of rural guidance; namely the

⁹ Ibid., 362.

preschool child, the school pupil, and the adult.

As a rule, rural pupils have very little conception of the various occupations because they have no direct contact with the majority of trades and occupations. They need to have information concerning the different occupations not only on the farm but also in the city. O. Latham Hatcher emphasizes this need when she discusses special aspects of the needs of the rural schools.

Any program of guidance in rural schools must, without undue influence for going or staying, take account of boys and girls likely to stay in the country and of those whose trend is toward the city. Within limits, the same general principles which apply to the guidance of boys and girls in the city should be applied to those in the country. The decisions of the latter are much more complicated, however, because they have not only to decide, as city young people do, how much and what sort of education and training they will attempt, but whether they will stay or go when the time for earning begins. This second question often begins to engross them very early and to control all their answers to the first, making many oblivious of other important considerations.¹⁰

In this same volume Hatcher¹¹ gives many other reasons why pupils of the small schools need guidance even earlier than the boy or girl in the city. She points out that the majority of rural young people are increasingly conscious of the difference in economic opportunities and in other phases of life. Also there is in the rural areas a more "deadening" ignorance of occupations that are open to farm boys and girls; over-optimism about city occupations is due to the lack of guidance in the understanding of city occupations.

10 O. Latham Hatcher, Guiding Rural Boys and Girls, McGraw-Hill; New York, 1930, p. 119.

11 Ibid., p. 120-121.

Advantages of a Guidance Program Organized on a County-Wide

Basis. - A guidance program organized on a county-wide basis is more directly connected with the State Department. In addition, the United States Bureau of Education, the State Department of Education and the universities and colleges have more interest in the larger political area or unit. At the present time national and state officials are especially interested in the development of the small communities. The county school system under the supervision of the County Superintendent of Schools is made up of small rural schools. Many State Boards of Education have guidance specialists who cooperate with county programs. Among these states are New York, Pennsylvania, Virginia, and Ohio. Under county guidance the small school will have the benefit of a specialist which probably could be provided in no other way.

The county is prepared to offer opportunities for the training of teachers in the guidance work far more efficiently and effectively than the small school could do. A county guidance unit affords the opportunity for teachers institutes and through the office of the county superintendent well qualified instructors may be secured for these training courses. Through the proper management teachers may obtain credit for these courses. The need and importance for teacher training for guidance is shown in the summarization of a study made in 1938 by H. Leigh Baker at that time Director of Guidance at Simmons College, Boston, Massachusetts, and now associate Professor of Psychology in Oklahoma A. and M. College. Baker points out that:

High school teachers know less than a fourth (22.9%) of the facts about their pupils which educators, guidance specialists, and psychologists consider of importance in

the educational treatment of individual children. Should so low a score concern educators? The investigator thinks that it should because the teachers' knowledge was measured against facts which are considered important by prominent workers and thinkers in educational needs of youth.¹²

Dr. Baker's study shows further that high school teachers vary greatly in their knowledge of their pupils. Some teachers know at least four times as much as others and probably twice as much as the average. In this study Dr. Baker found that one teacher knew over forty-two per cent of the facts selected for study, while another knew only slightly more than ten per cent.¹³

It is important that all teachers should be given an opportunity to study the best methods of how to gain knowledge of their pupils and to learn the best guidance procedures, for all teachers have an extremely important part in the guidance program.

Of first consideration in attempting to give the child the fullest measure of living and learning successfully is the paramount necessity of having thoroughly trained artist teachers--in or out of classrooms--well-integrated teachers with an alert, observing, learning attitude toward childhood and its problems and serving as interpreters, guides, and counselors. They must be individuals who will not deal in a "dross of words without works, who will not place at the wellspring of a child's eagerness to know, the dead weight of superficial fact". Nor will they "muffle the flame of his desire to think" by the mere substitution of their knowledge for the child's waiting power of research. Not only must their cultural and spiritual background be broad enough to see things in their larger relationships, but they must have a vision of the significance of education in our social order. Such teachers must have a different type of preparation, must have freedom to develop and an opportunity to share

12 H. Leigh Baker, "High-School Teachers Knowledge of Their Pupils". School Review 46: (March 1938) pp. 175-190.

13 Ibid., pp. 187-188.

in all phases of administration, which will help them in arousing and promoting intelligence to the chief place in education. In such a system the organization, administration, and control of the school should be the result of democratic, long-view planning shared by all concerned with the child.¹⁴

Another advantage of the county organization is the assistance which all the agencies in a county are in a position to offer. It is important to develop cooperative relationships with the Kiwanis and Rotary Clubs, Chambers of Commerce, Y. W. C. A. and Y. K. C. A., Women's Clubs, Churches and any other agencies that are in the county. In many rural school districts there are none of these agencies and a county-wide guidance program would give each small school the benefit of the aid given through these organizations.

Furthermore a cooperative part-time occupational plan may better be carried out between the schools and the business organizations and industries of the county than in the small school district. The small school district has very few business firms and agencies that could assist in a guidance program. Organizations which may cooperate in this "apprenticeship" plan are: the merchants, the factories, the real estate companies, physicians, hotels, hospitals and many others.

The county guidance plan has the opportunity of giving a more substantial financial background to the program of guidance than would either the small district or the state. It would knit the schools and the county organizations and industries together as one large community

14 Annie M. Cherry, An Experimental Program in Elementary Education at Spring Hope, North Carolina. 1937, Raleigh, North Carolina, pp. 69-70.

with an understanding and friendship between all concerned. Cook has recently written: "Outside the school and impinging upon it is the community. Educators rightly seek to organize it for child and adult welfare. Children and adults can be guided and aided in their leisure pursuits, in home-making, in citizenship, in health education, (and in occupations), making the school a genuine center of local life. . . . The community is the child's great educator, for in it he becomes of age".¹⁵

15 Lloyd Allen Cook, *Community Backgrounds of Education*, New York: McGraw-Hill, 1938, p. 12.

PART III

COUNTY GUIDANCE PROGRAMS

County Guidance Programs in Operation. - In making a study of the literature related to the organizations of county programs of guidance it was found that at least seven guidance programs organized on a county-wide basis are now in actual operation in the various states of the United States, namely in Henrico County, Virginia, in Muskegon County, Michigan, in Craven County, North Carolina, in Breathitt County, Kentucky, in Kearney County, Nebraska, in Rockland County, New York, and in Duval County, Florida. These plans vary in many minor details. Some of them have a county director of guidance working through the county superintendent; some carry on the program in direct cooperation with the State Department of Education; in others some teacher with a vision takes the lead and carries out a very effective form of guidance.

In Muskegon County, Michigan, the county guidance council is composed of representatives from Noon Day Luncheon Clubs, the Foreman's Club, Y.M.C.A., Employers Association, Chamber of Commerce, the Ministerial Association, Catholic Schools, the Women's Club, Boy Scouts, the superintendents of Muskegon, Muskegon Heights, and North Muskegon Schools, county commissioner of schools, Elementary School Supervisor, the principals of the Junior High Schools and Senior High Schools of Greater Muskegon, director of the Junior College, Hackley Manual Training School and Part-time School, and counselors in the Greater Muskegon Schools. More of these enterprises will be organized in the near future.¹

The Henrico County, Virginia program of guidance was worked out

1 Arthur J. Jones, Principles of Guidance, p. 417.

under the leadership of Bessie M. Mottley, Director of Guidance in Henrico County. She with the help of school officials and teachers has begun a program whereby guidance permeates to some extent the entire curriculum and has worked out a plan of correlating guidance with subjects already included in the high school program of studies. Henrico County uses the term guidance to include educational, vocational, moral, civic, and social guidance.

The fundamental principle underlying such cooperative enterprises is that guidance, while primarily a school function, is a community matter and, to be adequately administered, involves the coordination of all the forces of the community that in any way can contribute to the guidance of young people.²

Craven County, North Carolina began its program in 1928.

The first step in this guidance program was taken by the county superintendent who enrolled in a college course in guidance. Next, extension courses in guidance were formed for all interested teachers. Then a full-time counselor was provided by the Southern Woman's Educational Alliance. Craven County's program in guidance has the backing of the local Kiwanis Club, the press, the local Business and Professional Woman's Club, the J. C. Penny Foundation and other county agencies.

If one were to ask one of several of our principals and teachers that we have in mind, those who have caught, one might say, the spiritual meaning of the guidance movement, what educational and vocational guidance means to them, I feel that this would be the answer. "It means instilling new life into the school system; it means a new conception of the meaning of the curriculum; it means to teachers a new vision of service; it means vitalizing school work by tying it up with the interests and needs of the children; it means disintegrating the mass of boys and girls, making each pupil stand out in

2 Ibid., p. 418.

clear perspective; and it recognizes personality and provides for it during the school careers of boys and girls!"³

The Breathitt County Program. - Breathitt County, Kentucky, lies about midway on the western slope of the "Cumberland Plateau". This very comprehensive county program was organized in 1934.

There are 105 schools in Breathitt County and the county superintendent can reach only twenty-five of them by car. The County Superintendent, Marie R. Turner, made the program possible; the county library and the county newspaper were eager to further the work. The project was started, sponsored and supervised by the Southern Woman's Educational Alliance.

Trite but nevertheless true is the fact that any organization owes its success to the drive and inspiration of some one individual. In this case it is O. Latham Hatcher⁴, who day in and day out, has lived, talked, and breathed Breathitt County. To have come within the range of her voice has been to hear about Breathitt, and to have listened is to have found oneself ultimately working in and for Breathitt. She has commandeered the best authorities in Southern Mountain social and educational problems. She has made everybody labor for Breathitt.⁵

Other organizations and individuals besides Mrs. Turner and Dr. Hatcher who have aided in Breathitt County's guidance program are: The University of Kentucky, the United States Department of Agriculture, the United States Census Bureau, Arthur E. Morgan, Chairman of the Tennessee Valley Authority, the National Occupational Conference and the Carnegie Corporation.

4 O. Latham Hatcher, President, Southern Woman's Educational Alliance and Author, Guiding Rural Boys and Girls.

5 Wilbur I. Gooch and Franklin J. Keller, Occupations (June 1936) P. 1021.

Thus it is evident that Breathitt County project was a well sponsored experiment carried out upon a very wide scope. The most important steps in the development are briefly listed below:

I. A thorough general survey was made comprising the following:

1. An extensive county history made up of written reports of pupils and parents.
2. Survey of human resources - an autobiographical record constituting the autobiographies of 6,106 children; home and parents records; records of out-of-school youth.
3. A survey of physical resources, for example, soils, mines and timber.
4. A list of all the occupational facts and possibilities.
5. A survey of the educational conditions and outlooks.
6. The present economic conditions of the county.
7. The county's recreational outlook.
8. A survey of crime and delinquency.
9. A study of the county newspaper compilations.
10. The preparation of a guidance manual with data showing all the elements and factors of the county guidance program.

Breathitt County held three summer institutes to train her teachers.

The first and second institutes were administered by the University of Kentucky and the third year institute was administered by instructors from Teachers College, Columbia University, New York, and elsewhere.

A County Planning Council was formed to aid in the program. This council was made up of a wide representation of local occupational life.

Some of the activities of the council were: a series of occupation-

al forums, the establishment of an art and crafts center, a further study of crime and delinquency, a study of roads and county library facilities.

Breathitt County built a guidance-grounded curriculum. After Breathitt's program had been underway for one year "the technical advisers, the County Superintendent of Schools, and the principal elect of the Breathitt High School (with the cooperation of the faculty of the guidance institute then in session), the rural school supervisor, the principal of a consolidated school, and others devised plans for needed curricular changes. This change was carried on through the cooperation of the State Department of Education, the University and other state institutions.

In the elementary school there were included in the schedule besides the regular tool subjects (English, spelling, reading, arithmetic, and writing) health activities, discussion, home economics and social studies including educational and vocational guidance which was integrated with activities.

New subjects included in the high school program were: (1) Social studies for the entire four years - centered largely around local problems with provision made for group forums on local state and world problems. (2) Guidance - which consisted of individual interviews and counseling, homeroom guidance, and personal problems. This guidance course was for every child in school. (3) Agriculture four years. (4) Home Economics four years. (5) Physical Education for all for four years. (6) Music for every child and also group music and glee clubs. (7) Art-exploratory. (8) Clubs for all - these clubs were

provided within the regular program. (9) Hygiene for all students. (10) A special course in English for those needing it. (11) A training course for home assistants. (12) It was planned to add a course in occupations in the third year.

The Breathitt County program provides for a splendid system of records and testing.

The above is only a brief discussion of the very extensive, vigorous, and socially purposeful program for guidance in Breathitt County, Kentucky.

Guidance in Kearney County. - In 1932 a guidance program was initiated in Kearney County, Nebraska, a county which has fifty-nine one-room rural schools and seven town school systems. This county program was introduced by Nell M. Bloodgood at that time County Superintendent of Schools in Kearney County.

Miss Bloodgood was assisted by the classroom teachers of the county in working out a program which included procedures for furthering physical health, socializing pupil attitudes, bettering pupil adjustment both mentally and emotionally, and also procedures providing guidance in education, vocation, and along cultural lines.

Each month teachers' meetings were held to study the theory of guidance and practical methods for setting up the program. Miss Bloodgood relates that:

Such guidance enterprises as the following were started:

- (1) getting the teacher to understand the pupil with motor skills and abilities and to interpret his curriculum needs in such light;
- (2) working toward substituting standard educational tests for the state-wide traditional examinations;
- (3) placing the pupil in the group in reading, spelling, and arithmetic in which he could make the best progress;
- (4) the

abolishment of the old report card and the adoption of a modernized system of records - which includes, as an important feature, an autobiography of the pupil; (5) counseling with parents to help them see that the child should not be taught reading until he has reached the mental age of $6\frac{1}{2}$ years (the point of reading readiness); (6) advising with parents and pupil when three years are found to be necessary for the pupil to complete the seventh and eighth grades.⁶

During the first year of the program Kearney County organized a county council composed of representatives from clubs in each school. A definite student participation program was presented to all schools in the county by the council. This county council meets each month in the county seat to study a county-wide project. The second year their aim was health, the third safety education, and in the fourth year a study was made of occupations.

In 1936 a Civic Council on the Guidance of Youth was organized in the county seat. All organizations interested in the boys and girls of the community could send representatives to this council, and among the eligible members were scout leaders, church workers, men's clubs and women's clubs.

The principal steps in the program for the second four years were outlined as follows:

1. To enlarge the Civic Council for the Guidance of Youth to a county council and to secure its help in establishing a community leisure-time program, in obtaining for pupils practical experience in industry, and in getting the schools to function better in the community.
2. To place every child in his proper grade or course.
3. To urge high schools to introduce courses in occupations and vocational training. To have pupils in English classes study biographies and write themes on the occupations they are interested in and on other vocational subjects.

4. To urge one or two schools in the county to introduce a vocational type of class for pupils unable to pass the course for entering high school. To give this group a superior teacher with an appreciation of the aims of guidance. The curriculum should consist of a course in occupations, shop work, home planning, guidance activities, cultural subjects to meet needs, and courses in citizenship. Such subjects as art, music, dramatics, and athletics should be taken with the rest of the high school.

5. To obtain a full-time county health nurse.

6. To cooperate with an adjoining county in securing a part-time counselor and also a psychiatrist.

7. To develop a guidance manual so that new teachers may more readily appreciate the program.

8. To urge nearby teacher training institutions to offer more courses that will aid teachers in understanding all aspects of guidance.

9. To continue to use the Rotary and Business and Professional Women's Club members to talk with boys and girls about the different occupations, and to interest the guidance committees of the two clubs in a thorough-going occupational survey.

10. To secure better home and school cooperation by having parents meet with the teachers each month to study and discuss the guidance of youth.

11. To celebrate Educational Guidance Week each year. To have high school pupils talk to eighth graders about the values of more schooling and the different courses offered in their high schools. To have eighth graders spend a day as guests of the high schools they plan to attend.

12. To continue in teachers' meetings to study counseling work along physical, social, mental, and emotional lines, and to add to these a series on moral guidance.⁷

Agencies which assisted the county superintendent in this program were the Parent-Teachers Association, Rotary Clubs, Women's Clubs,

7 Ibid., pp. 657-658.

church organizations and Boy Scout leaders. The Kearney County Program of Guidance was carried out without extra office assistance and with no budgetary provisions and is a good example of what may be accomplished in the way of guidance in a small community when the superintendent and the teachers are "guidance conscious" and have a spirit of cooperation.

Rockland County Guidance Program. - Rockland County, New York is a semi-rural area comprising forty-seven school districts one-half of which are one-room to four-room schools. The Rockland County type of guidance program may be described as: County school systems with a central guidance organization but with the individual secondary school considered the unit in the program.

Rockland's guidance program started in the small village of Palisades in the southeast corner of Rockland County under the inspiration and leadership of Robert Bruere, editor and member of the board of trustees of Palisades School District. He saw that his district was lacking in problems of health both mental and physical; in problems of formal education and particularly in problems of guidance growing out of Palisades failure to orient its young people in college and especially in the every day life of the community.

Soon thirteen districts united to form a guidance program and after two years progress it was given legal status. J. C. Miller was appointed County Director of Guidance. The program is supported by a pooling of the efforts of the educational institutions and agencies of the county and through special aid granted by the state.

The organization is unique; it is the only guidance program in the state of New York which is maintained on a county-wide basis and for which state aid is granted solely

for effort in maintaining guidance services. It is probably the only community in the country which has consolidated effort solely in support of a program of guidance; a community where a unified program of guidance operates within a group of schools administered as 47 separate units.⁸

It might be said that there are two types of guidance programs in Rockland County: One is the central county organization and the other type consists of the individual schools over the county which cooperate with the county organization.

Besides the county-wide program as stated above, Rockland County also has a type of program which is restricted to those schools over the county that contract for the services of the County Director of Guidance. Thirteen contracting schools contribute to the support of the Rockland County Guidance Program.

The county wide program has been largely concerned with pupil adjustment through child guidance clinics and the mental hygiene program; junior placement and placement counseling; teacher training programs in guidance; household and homemaking guidance and training; guidance conferences for teachers; and research in guidance.

Likewise all of the surveys - occupational, school building, household employment, are on a county basis, as are the various cooperative endeavors, temporary and permanent; which have been undertaken with local industry; occupational, business, professional, and trade organizations; service clubs, and the like.⁹

Rockland County's first step in putting into action her very comprehensive program was to make a thorough survey of the whole county, studying the agencies, needs, occupations, history and resources of the

8 Franklin J. Keller, Rockland County Shows the Way, Occupations (May 1936), p. 835.

9 Gooch and Miller, Features of a County Program, Occupations (May 1936), p. 901.

county. In this survey was secured a very wide variety of material which was to be used for introducing the pupils to the study of occupations. The survey showed the existence of forty-eight major occupational groups, ranging from medicine to farming and from the legal profession to domestic and personal service.

A second survey - in fact the survey was practically a continuous process - was made of these occupational groups discovering the possibilities and requirements of entering the professions and other fields; the chances for advancement; the training required for entrance; and the number entering these occupations each year.

This information was compiled in a manual some of the purposes of which are listed below:

To meet the needs:

1. For the course on occupations.
2. For courses leading to specialization as commercial, home making, science and others.
3. For the exploratory courses, particularly in the junior high school, but also in the senior high school.
4. For occupational forums.
5. Intelligently to stimulate interest in further education.
6. For placement work.
7. Guiding the student in planning his education program, and choosing his curriculum and elective subjects.
8. Guiding the student in planning for college.
9. Guiding the student in the choice of a vocation.¹⁰

Some of Rockland County's major objectives are to fit the curriculum to the county thereby offering a larger choice of subjects and omitting some subjects which were not relevant. A mental hygiene or personality adjustment program was effected through interviews, tests

¹⁰ Ibid., p. 844.

(intelligence, achievement and emotionality) autobiographies, home visits, and teacher's information and check sheets. A Junior Placement Service was established, the purpose of which was to help boys and girls discover interests and abilities and to find jobs for them.

A general follow-up program was carried on in all cases to ascertain whether the guidance offered was effective.

Teacher-training courses were offered and guidance in house-hold employment and child-care was emphasized.

The indigenous individual thinking of Rockland County connotes Robert Bruere, whose dynamic qualities made its prophetic vision come true. Leonard M. Miller, former guidance director of J. C. Penny Foundation, has been the catalytic in fact, Peripatetic agent, who through professional skill and tactful personality, has united the scattered educational elements into a guidance whole. The National Occupation Conference has played only a very modest part. As its field representative, Wilbur I. Gooch has helped in the organization of occupational groups. . . . The cooperation of the entire county, however, has been the crucial factor in making the enterprise possible at all. So it must be with any other similarly circumstanced community which may hope to gather some good from the experience of Rockland.¹¹

The Part-time School of Jacksonville, Florida. - Duval County has developed a county guidance program in which it uses the community as a training center and enlists the public as a partner.

"Through arrangements with employers and parents, pupils in their junior and senior years of high school enter the various training agencies cooperating with the schools. There they obtain training in occupations of their choice under real conditions for four hours a day, five days a week."¹²

11 Franklin J. Keller, Occupations: 14 May 1936, p. 836.

12 R. C. Marshall, Learning on the Job, Nation's Schools, 18 (July 1936) 12-15.

They spend three hours each day in the high school receiving instruction in the regular academic subjects required for high school graduation, and two hours each day in the vocational school studying the technical subjects directly related to the job, and four hours a day as an apprentice on the job. This makes a total of nine hours daily.

The pupil receives practical instruction and experience but no salary.

In this Florida county plan, at the end of the sophomore year the pupil may register for the college preparatory course or he may enroll in the vocational school for the junior and senior years where he has a choice of training in industry, commerce, home economics, or trade.

Duval County believes that the best type of guidance is actual participation which carries to the individual pupil definite experience on which to make a decision as to the selection of a life work. When a pupil carefully considers the different fields of employment in which to be trained, he does more serious thinking than he would likely experience from reading about the occupation. Marshall offers this comment about the Duval County Program:

Occupational experience, we have found, teaches the pupil that desultory or spasmodic habits of work will not be tolerated in a well-organized workshop. Employers who insist upon such habits and attitudes as perseverance, punctuality, self-reliance, neatness, accuracy, honesty and loyalty tend to awaken in the pupil a sense of social responsibility that is sometimes difficult to attain in the regular routine of the average secondary school.¹³

13 Ibid., pp. 12-15.

In the Duval County program tests are used only as aids. Instead of testing the pupil to see if he is neat - Duval County "teaches him on the job to be neat". This cooperative plan helps the pupil to see the connection between the course of instruction and his work. The pupils of Duval County develop a broad understanding of the function of the school as a medium of development.

PART IV

THE DEVELOPMENT OF A GUIDANCE PROGRAM FOR SEMINOLE COUNTY

Description of Seminole County. - It is believed that a program of guidance similar to those described in Part III of this report can be maintained in Seminole County, Oklahoma. While there is no record of a definitely organized county-wide program of guidance in operation in Oklahoma, there is at the present time evidence of a great deal of interest in guidance on the part of many county superintendents of the state.

Seminole County,¹ situated in the east central part of Oklahoma has for its northern boundary the North Canadian River and for its southern the Canadian River. About twenty miles wide and thirty-five miles long with an area of six hundred thirty-three square miles, the county is rich in agricultural products, petroleum products, natural gas, clay for the manufacturing of bricks, and other natural resources.

The chief manufactures are carbon black, meat products, bricks, and gasoline. Seminole County has one of the largest gasoline refineries in the world. The principal crops are cotton, corn and small grains.

According to the Fifteenth Census of the United States (1930) the population of Seminole County was 79,621; over half of the people are rural and 23,744 are actual farmers.

1 See appendix page 68

In 1938 the assessed valuation of Seminole County was \$27,427,982 with \$1.367 per child assessed valuation. There are thirty-nine school districts in the county thirty-three of which are dependent with an enrolment of 9,125 pupils. The total county school population however is 20,071 including the six town or independent schools.² The county maintains six vocational agriculture and five vocational home economics departments. "In 1938 Seminole County had thirteen school districts transporting 3,751 students at a per capita cost of \$13.35. This per capita cost is lower than any other county in the state."³

Under the supervision of the County Superintendent of Seminole County there are fifteen high school⁴ systems, two of which are consolidated and seven of which are union graded schools. The nineteen remaining districts support schools comprising from one-room to four-room buildings, housing the elementary pupils in the first eight grades. Seminole County has 180 elementary teachers, eighty-two high school teachers and 9,125 pupils in the dependent schools. There are more teachers and pupils directly under the supervision of the County Superintendent in Seminole than in any other county in the state.

The above statistics show the possibilities and also the need of a guidance program in Seminole County. In addition it might be said that the county has good roads from the county superintendent's office to

2 See appendix page 69.

3 Seventeenth Biennial Report. Superintendent of Public Instruction. State of Oklahoma. July 1, 1936 to June 30, 1938.

4 Appendix page 70.

practically every school and community. There is a large rural population which will no doubt remain rural for years to come. It is necessary that these boys and girls be aided and encouraged to develop all possible resources and potentialities of the various communities of the county. It is also important that they be afforded every opportunity to make the most of the circumstances which condition their lives.

Another asset for a guidance program in Seminole County is that there is already operating in the county an excellent program of supervision carried on by the assistant county superintendent. Also a very effective program of guidance can be carried out through cooperation with Seminole County's Chambers of Commerce, Rotary Clubs, Business and Professional Women's Clubs, Boy Scout Organizations and the nineteen Farm Women's Home Demonstration Clubs⁵ already established.

Organization of the County for Guidance

Principal Emphasis. - This plan proposes to introduce a five-year plan of guidance within the county in such a way as to provide a maximum of guidance within the regular school systems.

It is recommended that, in installing the program, primary emphasis be put upon the obviously educational factors of guidance and be kept there, allowing for the broader conception of the word education, as making for a well-rounded life, including health, the vocational interest, culture, and, in general, social usefulness and the enjoyment of leisure. Into that concept of living, the vocational motive should inject itself as a

5 Appendix page 71

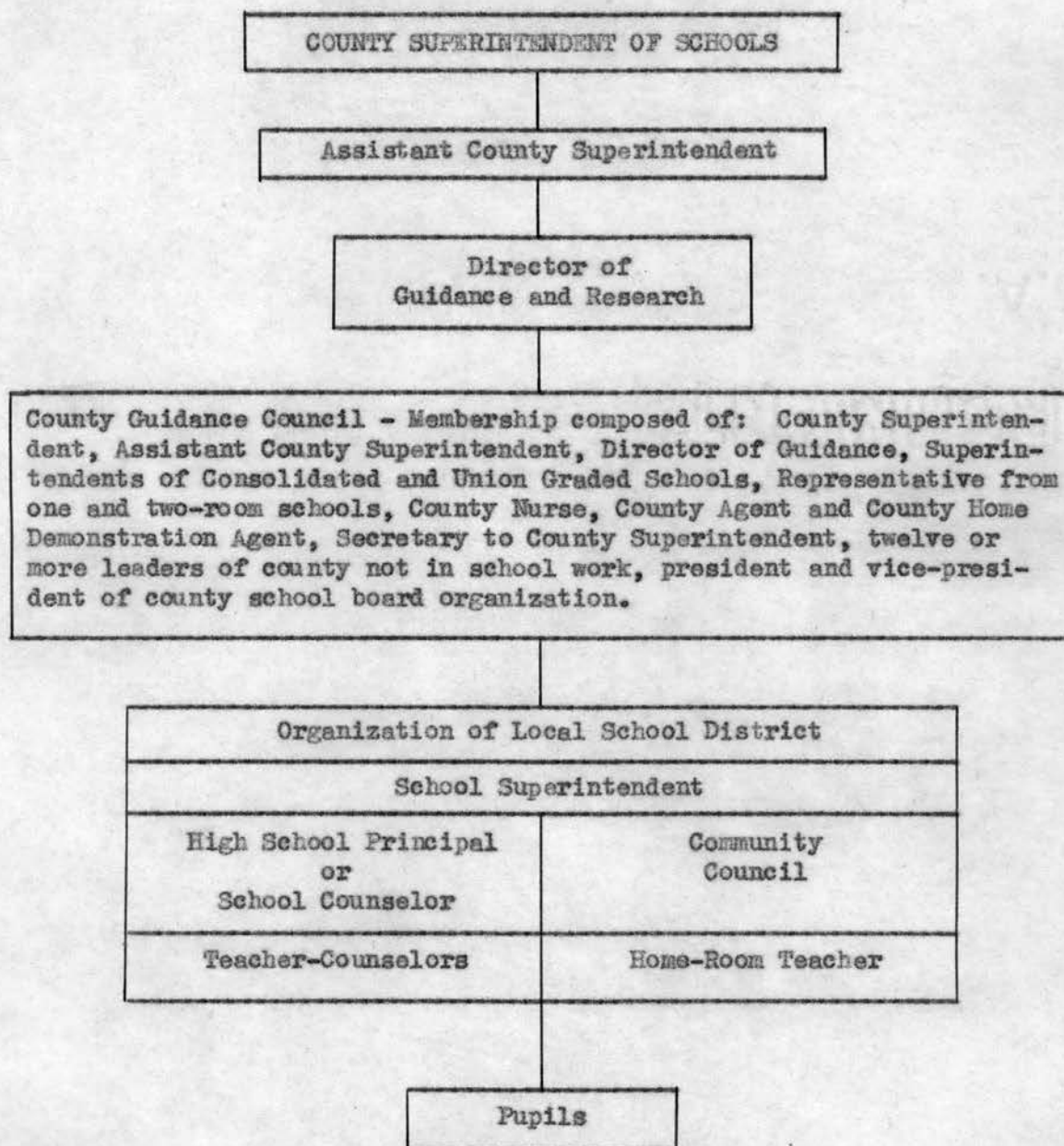
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strong, driving, practical force, especially during some of the most formative years of life. It ought, however, to be a part of the guidance program to see that the vocational part is properly placed in relation to all other incentives, motives, and attitudes affecting well-being in general.⁶

In this discussion, the county is assumed to be the major unit of organization and the responsibility for the organization of the program rests with the county superintendent.

6 O. Latham Hatcher, Guiding Rural Boys and Girls, New York:McGraw-Hill, 1930, pp. 193-194.

PLAN OF COUNTY GUIDANCE UNIT⁷



⁷ The above plan is a combination of the plan suggested by Mrs. Katherine M. Cook, Chief of the Rural Division of the U. S. Bureau of Education, and the plan offered by Harold L. Holbrook of the Pennsylvania Department of Public Instruction.

THE COUNTY FUNCTIONARIES OF GUIDANCE

The County Superintendent of Schools. - The county superintendent of schools is responsible for the initiation and direction of the program and is in general charge of all officials and activities connected with the county program.

The Assistant County Superintendent. - Besides his duties as supervisor and director of curriculum and instruction the assistant county superintendent is of very valuable service in serving in the absence of the county superintendent and in helping the county superintendent in administering the program in general.

The County Director of Guidance. - The County Director of Guidance is the only guidance specialist employed in this program for the first three years. The chief functions of the director of guidance, some of which are held jointly with other officials of the school and members of the county council are given below as enumerated by Goch and Miller. The director of guidance:

1. Advises the superintendent, the high school principal and teachers on guidance; and leads in local guidance conferences and in group observation of guidance programs of other schools.
2. Advises committees in charge of revision of social studies (and other subjects) to meet the needs of occupational education.
3. Counsels individual pupils with respect to
 - a. Personality adjustments
 - b. The selection of courses to meet college entrance requirements, or for better preparation for trade schools
 - c. School failures. This is a joint responsibility with the principal, home room advisers, and subject teachers.
 - d. General school and occupational plans. Often this involves counseling pupils with low-level ability and high ambition, and pupils with high-

level ability and low ambition. But it is more than that; it is an attempt to see that each pupil has educational plans and that these educational plans are utilized to help determine occupational or career plans.

- e. Specific occupational information, particularly for those pupils who do not plan to go to college and hope to enter employment soon.
4. Secure information, largely pertaining to home environment, for case histories of pupils.
5. Prepares guidance bulletins, charts, tables, and the like primarily with respect to information secured in the various county surveys, and other community projects and cooperations. These are for use in the individual schools.
6. Provides for group guidance. . . . a group guidance program . . . must be given a definite time allotment in the curriculum. However his (the guidance director's) chief responsibility has been . . . to provide outlines and content material for the group guidance course, and to integrate this material with the materials in various social studies.
7. Administers tests. While formal testing is largely in the hands of the psychiatrist (intelligence and adjustment), and teachers (achievement) the director is performing two functions.
 - a. When funds are available for such work, he administers specific aptitude tests and tests of vocational interests.
 - b. (When funds are not available) he makes several organizations and institutions outside the county for testing service. . . . (Stevens Institute of Technology is a suggested agency).
8. Advises regarding the courses on occupations. The director does not teach the course, but he is responsible for obtaining and organizing materials pertaining thereto, and as a consultant and adviser he works with teachers and administrators in determining the content and scope of the course, moreover, he is responsible for making arrangements throughout the county for occupational visitation and observations.⁸

The responsibilities of the guidance director in the Seminole

⁸ Wilbur I. Gooch and Leonard M. Miller, Organization and Procedure, School and County Join Forces, Occupations. 14:(May 1936) pp.902-903.

County Program would be similar to those outlined above with the possible exception that the testing load would be heavier during the first three years as there would be no psychiatrist or psychologist to assist in giving the formal tests. Also the guidance adviser would be called upon from time to time to visit the homes of pupils, advise parents, speak at local parent-teacher association meetings, chambers of commerce luncheons, help pupils fill out and interpret self-analysis blanks, and arrange for public discussions and occupational panels and forums. Besides these duties the director of guidance will be expected to participate in panels and other forms of discussion, advise school administrators and teachers in the use and interpretation of the cumulative record systems suited to each school and carry on district and county follow-up work.

The County Council. - After the County Superintendent of Schools has become convinced that he wishes to develop a guidance program in his county he will confer with his superintendents, with some of the leaders of the county also with the organizations existing in the county. From these informal conferences he will be able to form a County Council which is a great asset to guidance and plays an important part in shaping a guidance program for the pupils of the county. The County Council, which acts as a sort of advisory group, is composed of the County Superintendent of Schools, the assistant county superintendent, the secretary to the county superintendent, the superintendents or principals of the thirty-three schools of the county, the director of guidance, the county nurse, the county agent, the county home demonstration agent, and twelve or more leaders of the county

chosen from outside of the schools and from both rural and town areas.

Besides acting as an advisory group the council helps to arrange for the financing of the program, and formulates plans and outlines policies of procedure. Its work is promoted through the various local school systems of the county.

Surveying the County

Importance of Survey. - One of the most important and essential steps in a guidance program is the survey. A survey should be made at the beginning of a program but should also be made at different stages as the work progresses - in fact a survey should be continuous in nature. One type of survey as suggested by Stacy is "that of helping members of the community to make self surveys which lead them to understand needs and think about specific programs."⁹

Among those aiding the county superintendent in the survey are the Parent Teacher Associations, county engineer, the County Agent and the County Home Demonstration Agent, the superintendent of the local rural schools of the county, the city superintendents of schools, long-time residents of the county and some of the patrons living in each school district of the county.

Purpose of the County Survey. - The purpose of the survey is to obtain and furnish the necessary factual basis for the intellectual planning and efficient organization and administration of a county

⁹ W. H. Stacy, *Tomorrow's Community*, Iowa State College Extension Service, Extension Circular 251 (Sept. 1938), p. 4.

guidance program.

What to Find Out. - The information and material to be obtained by a survey should deal largely with local situations and be used within the county and thus be more realistic to the pupils. In a survey there should be collected and tabulated information concerning:

1. The educational and vocational needs of the county.
2. The major occupations in which the people of the county engage.
3. The minor occupations and the qualifications required for the work.
4. The natural resources of the county.
5. The number of organizations and educational agencies of the county as Rotary Clubs, Kiwanis Clubs, Women's Clubs, schools, churches, and others.
6. The number and kind of business establishments, as banks -- insurance agencies, abstract companies, merchants, hotels, and the like.
7. The number of factories, quarries, and other industries.

The surveying committee should tabulate and assemble the findings and results of the survey. This should help the county to join with the school authorities in carrying out a cooperative vocational guidance program. By using the establishments of the county and the schools as training centers and enlisting the public as a coordinating agency and co-worker a program may be developed whereby class instruction is correlated with actual experience in jobs of part-time work and in which high-school pupils go to school one part of the day and the other part work at the vocation in which they are most interested at the time.

✓ Teacher Training and Courses in Guidance. - The first task of the county superintendent would be to develop in the teachers of the county the personal point of view. Ruth Strang gives briefly in five statements what she considers the chief constituents of the personal point of view.

1. A genuine interest in the individual pupil.
2. An intelligent understanding of the individual in his environment.
3. A recognition of all aspects of the individual, whether physical, mental, emotional, moral and social.
4. A focusing of attention on what the boy or girl may become - viewing the pupils as a bundle of possibilities.
5. A desire to help the individual to develop his special abilities and capacities for growth.¹⁰

Strang¹¹ assumes further that it is the responsibility of the teacher to understand the program of guidance as a whole and that the teacher should be given a good opportunity to "learn" how to study the individual. In order for teachers to understand the guidance program and to learn how to study the pupil it is necessary for them to receive special guidance training.

Guidance education can be provided for teachers through college extension courses conducted at the county seat; the county superintendent can hold group meetings for his teachers on Thursday afternoons, leaving the Saturdays for those teachers, who wish, to meet Saturday classes and do work in the state colleges and universities. An excellent means of creating interest on the part of the teacher in guidance is to hold group discussions which permit the participation of all.

10 Ruth Strang, Guiding the Guidance Program in Our Smaller Schools, Nation's Schools, 17:(January 1936), pp. 18-19.

11 Ibid. P. 19

I. OUTLINE OF A FIVE YEAR GUIDANCE PROGRAM FOR SEMINOLE COUNTY

FIRST YEAR

- a. Make a survey of the county.
- b. Organize the County Council.
- c. Employ a Director of Guidance.
- d. Conduct teacher training courses.
- e. Initiate a guidance program in one or more of the local high schools.

SECOND YEAR (in addition to above)

- a. Make further survey.
- b. Extend program to other schools.
- c. Begin part-time employment or "learning on the job" program.
- d. Publish a guidance handbook or manual.
- e. Establish a County Library. *in name*

THIRD YEAR

- a. Continue work of first and second years.
- b. Establish contact with some college for special testing program and diagnosis services.
- c. Add more local school programs.
- d. Begin a county-wide Adult Education Program.

FOURTH YEAR

- a. Continue work of first three years.
- b. Employ a special psychologist.
- c. Extend program to every child in the county.

- d. Add to Library a "bookmobile".

FIFTH YEAR

- a. Make a complete re-survey.
- b. Hold County Guidance Day.
- c. Make an evaluative study of the results.
- d. Conduct follow-up survey.
- e. Plan program for next five years.

PART V

INITIATING THE GUIDANCE PROGRAM IN A LOCAL DISTRICT

Organization and Procedure

Choosing the School. - It is hoped and planned that this program will eventually reach every individual in the county, but for the first year, it is suggested that the program take root in a local community and spread from there, as the "call comes", throughout the county. The program of guidance will be introduced into other communities as the school and community become interested and ask for the program.

An excellent unit in which to initiate a guidance program would be one of Seminole County's Union Graded School systems.

Description of the School District. - Union Graded District Number Three¹ is one of Seminole County's medium sized schools and is a drive of about forty-five minutes from the county seat. It has a central building, housing the junior and senior high schools, and six "wing" buildings, each taking care of grades from one to six inclusive. These wing schools are situated in different sections of the district at points from two to six miles from the central school. There is in this district the opportunity for every boy and girl to attend high school.

The school system has fourteen teachers, a high school enrolment of ninety and three hundred seventy-seven pupils in the elementary grades. The district enumeration is four hundred fifty-six.

1 See Appendix Page 70

The district comprises 51.2 square miles of territory having a total evaluation of \$657,682.00 and a taxable evaluation of \$585,967.00. The central school plant consists of a new brick building with seven classrooms, a large auditorium and gymnasium combined, a vocational agriculture laboratory, and a good library. There is also a home economics cottage which houses the vocational home making classes and may be used for clubs and social functions.

The average class size in this union graded district is about twenty pupils.

The small size of classes is one reason for choosing this school as a starting place because as has been pointed out in a recent study made by Dr. Baker small classes give better opportunity for guidance. This investigation shows that

Class size makes a significant difference in the effectiveness of the high school teacher, particularly in her knowledge and understanding of her pupils.²

This conclusion is one of the outcomes of a study of twenty-seven high school teachers and two hundred fifty pupils selected to be representative of the teachers' knowledge of all of their pupils.

The teachers' knowledge scores for all pupils in classes under twenty-five were thrown into one group; the scores for all pupils in classes over thirty-five were thrown into another distribution. The mean knowledge scores of the twenty-seven teachers for the pupils in each of the two distributions, i. e. small and large classes, when determined and compared were found to be 26.16 per cent for the fifty-nine pupils in the small classes, and 21.9 per cent for the fifty-one pupils in the large classes. The difference is, therefore, 4.26

2 H. Leigh Baker, Class Size Does Make a Difference. The Nation's Schools, 17 No. 2 (Feb. 1936) P. 27.

per cent in favor of teachers' knowledge of pupils in small classes.³

The opportunity for teachers to know their pupils in extremely large classes, that is classes of more than thirty-five pupils, are not so good as the opportunities in classes of more moderate size. More than a hundred studies have been conducted on the effect of class size on teaching. These seem to show that there is no appreciable difference in the achievement of large and small classes in what can be measured by objective tests.⁴ The present study indicates, however, that the opportunities for teachers to know their pupils are greater in the smaller classes. High-school administration should function in accordance with this conclusion if teachers are to be expected to know pupils individually.⁵

The Survey of the Local Unit. - The survey of the district is made in cooperation with the county superintendent's office, however, the greater responsibility should rest upon the district school superintendent and his community. The superintendent should be assisted by his school board, his teachers, his pupils and other leaders of the community. A survey in which the patrons and pupils participate should stimulate the desire for a guidance program.

Some of the things to be found out in a survey of the district are:

(1) The name of each person residing in the district - also his address, age, occupation, and length of residence in district. (2) The natural resources, industries, newspapers published - also those which are read by the people of the community, recreational centers, occupations, churches, organizations and needs of the community. (3) The number of land owners

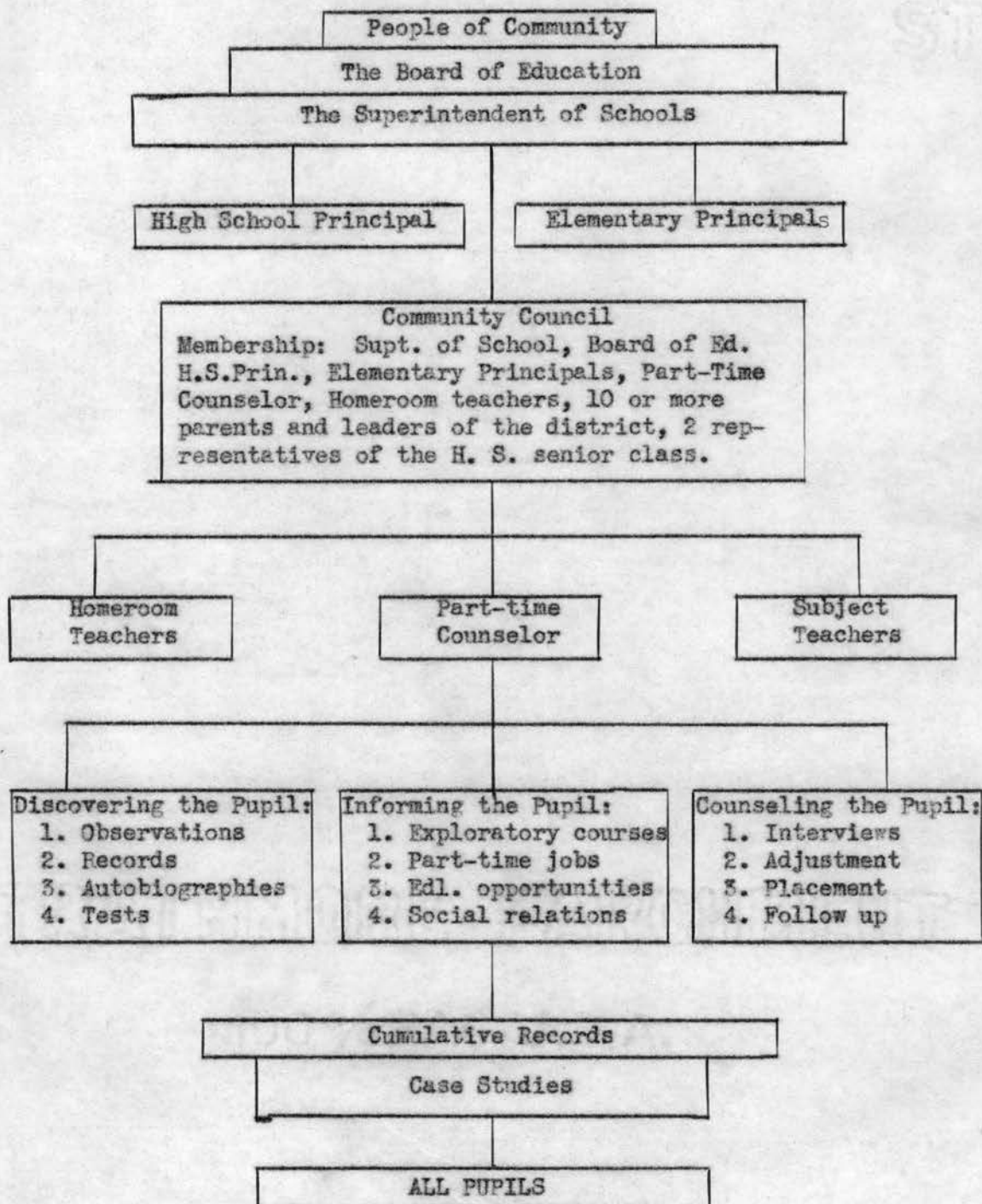
3 Ibid., P. 28.

4 Manley E. Irwin, "Educators Have Not Solved the Class Size Puzzle". Nation's Schools, X (December 1932) Pp. 23-26.

5 H. Leigh Baker, High School Teachers' Knowledge of Their Pupils, School Review, 46 (March 1938), P. 189.

and the number of renters. (4) The number of pupils desiring to enter college and the number planning to enter a trade at the end of high school.

TABLE III



A Plan for the Organization of Guidance in a Union Graded School District.

GUIDANCE FUNCTIONARIES AND THEIR DUTIES

Functionaries. - As shown by table number three on Page 47 the principal functionaries of the local school guidance program are:

- (1) The school superintendent, (2) the secondary school principal,
- (3) the part-time counselor, (4) the homeroom teacher, (5) subject teachers and (6) the community council.

The Community Council should be composed of the board of education, the local school superintendent, the high school principal, the homeroom teachers, the part-time counselor, ten or more parents and leaders of the district, and two representatives of the senior class. The local community council is a natural extension of the county guidance council and cooperates with the county superintendent, the county council, and the county director of guidance in carrying out the program in its particular community. It helps in the survey of the district, and is one of the best sources for the cultural history of the community. In meetings of the community council there will be solved such problems as the arrangement for excursions, the year's schedule for assembly programs, the provision for part-time jobs for pupils in high school and the conducting of health clinics. It is obviously the best group to initiate and maintain a fund for the defraying, in part, of the extra expenses of the guidance program and also to aid the other guidance functionaries in pupil-placement and follow-up work.

The Secondary School Principal of the local school has a broad responsibility in the guidance program, for upon him rests the administrative authority. Gooch and Miller classify the functions of the

secondary school principal in the following manner:

1. Administrative

Since the directors of guidance and vocational education have no administrative authority in the individual school programs of guidance, superintendents or principals are the final authority in all matters concerning the establishment and maintenance of such programs. This includes, in cooperation with the guidance director, the delegation of guidance functions to teachers.

2. Counseling

This usually extends to counseling pupils concerning their

- a. General plans for formal secondary education.
- b. Choice of curriculum.
- c. Choice of subjects.
- d. Plan for college, including the choice of a college.
- e. Subject failures.
- f. School social maladjustments.

3. Sponsoring pupil activities.

4. Conferring with guidance specialists and teachers concerning individual pupils.

5. Serving upon guidance committees.⁶

Other duties of the principal are: Interviewing pupils, holding conferences with teachers concerning the diagnosis and adjustment of the individual pupils, advising teachers in the study of the pupil as an individual and helping the teacher in techniques and procedures of pupil adjustment such as the giving of tests and case study procedure. The principal accepts the executive responsibility for providing the program of studies, materials of instruction and the record system. He outlines the guidance activities to be performed by the part-time counselor, homeroom teachers and subject teachers and cooperates with

⁶ Gooch and Miller. Op. cit., p. 904.

the county director of guidance in providing the training needed to carry on the guidance program.

Homeroom Teacher. - In the guidance set-up in this rural school the homeroom teachers should be beyond doubt one of the most important guidance functionaries in the system.

The guidance responsibilities of homeroom teachers show a wide variation at present, but in a number of schools they are charged with some or all of the following functions, often jointly with the guidance director or the principal.

1. Counseling individual pupils. Usually before a pupil is referred to the director of guidance or to the principal, one or more interviews have been held with the homeroom teacher. This procedure usually clarifies the problems and makes possible the organization of certain preliminary matters, including a full history of the pupil, particularly as it bears upon the purpose of the interview.

Homeroom teachers are principally charged with counseling pupils with relation to

- a. Choice of curricula
- b. Choice of subjects
- c. Requirements for graduation from high school
- d. Requirements for admission to college
- e. Extra-curricular activities
- f. Subject failures
- g. School social adjustment.⁷

Other duties of the homeroom teacher are:

1. Referring problem cases to the counselor and to the principal.
2. Visiting the homes of the pupils.
3. Keeping cumulative records of all pupils under her supervision.

The homeroom teacher must also accept the responsibility for the orientation of the pupils, the maintenance of pupil morale and the development of a wholesome attitude toward the school as a community-civic enterprise.

⁷ Ibid., p. 905.

Broadly speaking, the chief purpose of the homeroom is guidance and to this end it should be organized as a guidance laboratory and not as just another classroom. The atmosphere of the room should be democratic and should be conducive to self-discovery and self-revelation.

The Part-Time Counselor. - Within each local school in the county there should be a school director of guidance or counselor who gives one-half time to teaching and the other half to the supervision of the guidance program under the direction of the superintendent or principal. The counselor should have special college training in guidance and if possible should be chosen from the social science field.

Working with the principal and the county director of guidance, the part-time counselor should:

1. Direct the measurement program.
2. Gather and integrate data for cumulative records.
3. Teach classes in occupations.
4. Gather facts about occupational problems.
5. Advise teachers and principal about problems of guidance.
6. Have interviews. (There should be provided by the administration suitable rooms in which to hold interviews and conferences.)
7. Assume leadership in the publication of a guidance handbook.
8. Aid the pupils in the selection of courses.
9. Assist in placement of pupils.
10. Conduct follow-up studies.

The Subject Teachers. - Just as every teacher should be a spelling teacher every teacher should be a guidance teacher. The teacher has the responsibility of cooperating with the superintendent, principal,

the homeroom teacher, and the counselor in bringing about the proper adjustment of each pupil, in school work and in extra curricular activities. The classroom teacher should facilitate the practical application of subject matter to occupations and to life outside the school, and show the pupils the possibilities of certain subjects toward preparation for entrance to college. Subject teachers also refer problem cases to the principal or to the counselor.

The teacher must be encouraged to play a large part in the guidance program of the school. He must contribute to the diagnosis of the causes of maladjustment, and assist in the application of the corrective and remedial measures advised by the counselor.

Through functionaries of the kinds indicated above, the pupils of this rural school would be guided in their choice of curriculum, the adjustment of their schedules, the selection of extra curricular activities, the correction of disabilities, the development of special interests and abilities, the choice of a college or of an occupation, and in securing a job after graduation. The much needed training in the formation of proper health habits and how to choose recreations for leisure time would surely result from this program.

THE GUIDANCE PROGRAM IN ACTION

A Program for All Children. - As previously stated it is the purpose of this report to develop a program of guidance in the small elementary and high schools that will reach and benefit every boy and girl in the community. While in the elementary grades guidance is, to a great

extent, a part of teaching, there should be a teaching program with a new point of view. Guidance for all children is emphasized by the American Association of School Administrators in their Seventeenth year-book. Quoting from this it is shown that:

Guidance is needed by all pupils at all levels. The idea held by many teachers that only a few pupils are in need of sympathetic help and instruction has proved itself untenable. The brilliant pupil may be developing into a helpless introvert; the powerful athlete may be neglecting his vocational possibilities; the versatile youth may be failing to acquire integrating objectives; the conscientious girl may be building destructive emotionalizations. Many of the children who in past years have been considered perfect by their teacher, have been failing in the satisfactory attainment of the major objectives of education.

If guidance is concerned with the development of the whole child, then guidance should begin with preschool life and continue thruout the pupil's entire school career. Psychiatrists contend that the child's emotional attitudes are initiated during the first three or four years of his life and develop most rapidly during the elementary-school period. If these statements are true, then guidance cannot be limited to the secondary school. Investigations show that many failures of pupils in secondary school and in later life are caused by anti-social attitudes, poor work habits, or undesirable emotional sets acquired in the kindergarten or primary grades. A considerable proportion of the failures of pupils in reading in the first grade is caused by faulty personality traits acquired in preschool years. Therefore, guidance should begin as early as possible, continue until the pupil leaves school, and be continued thereafter either by the school or community to induct the individual into community life.⁸

The Commission on Schools in Small Communities of the American Association of School Administrators believes also that a program of guidance for a small school should (1) provide a curriculum and methods of instruction favorable to the development of good personality,

⁸ American Association of School Administrators National Education Association, Schools in Small Communities, Washington D. C., 1939 p. 57.

(2) establish reciprocal pupil-community contacts, (3) encourage the acquisition of helpful interests and technics, (4) articulate school experience, (5) help the pupil to understand himself, (6) help the pupil to understand occupations, and (7) induct the pupil into a job and into community life.

In carrying out the above objectives in this small school, the functionaries should all cooperate in (1) discovering the pupil, (2) informing the pupil about his educational and vocational opportunities and (3) in counseling the pupil.

Discovering the Pupil as an Individual. - Guidance officials should cooperate with the community in making a thorough study of each pupil through records, informal observations, autobiographies, tests, interviews, case studies, health histories, and histories of parents.

Beginning in the first grade as shown in the outline on page 57 of this report, records of each child are developed cumulatively. The modified and shortened cumulative record of the American Council on Education⁹ provides a systematic form for recording information about the individual over a period of years. The principal may adapt this, or some other, form of record to the needs of the local situation.

Tests should be administered to discover the abilities, achievements and the special interests of the pupils. A testing program might seem too expensive for this rural district, but it is possible through the County Director of Guidance to carry out a testing procedure in

⁹ American Council on Education, Record Form for Public Schools.
744 Jackson Place, Washington D. C. Undated, p. 8.

cooperation with the college of the State or with a central agency outside of the county which scores tests, tabulates results, and sends them back to the school. The testing program should be built up gradually, probably not being developed fully until the end of the third year of the program. As indicated by the outline which follows, intelligence and aptitude tests should be given in only the first, sixth, ninth and twelfth years of the child's school life, thereby lowering the cost of the procedure and at the same time giving a sufficient number of tests to avoid accidental results.

All the information secured concerning the individual and his social environment should be gathered and filed in the principal's office and used by the functionaries in guiding and in informing the pupil.

Informing the Pupil about His Educational and Vocational Opportunities. - Again the school, the county and the community cooperate in giving information to the pupil about himself. Through the health department he learns whether he is in good health, and through the measurement program he is informed whether he has ability for the academic or manual skills and that he can probably follow any one of a large number of professions or trades but that his interest may lead him into a specific choice. Through exploratory courses, and a course in occupations, and through part-time jobs he will actually find out what he likes to do and can do well.

In the part-time job cooperative plan it is possible for the school busses of this rural school to convey the pupils of the junior and senior classes to the nearby business establishments of the county where provisions have been made for them to receive, without salary,

training-on-the-job in the chosen occupations. According to this plan they would work on the job three hours each day for five days a week and study in school the remainder of the time. An effort should be made to construct the school curriculum around the needs of the pupil in his chosen field. A program of this type can be greatly enriched by taking advantage of the offerings of the George-Deen Act¹⁰ which was passed by the Seventy-fourth Congress June 8, 1936. This act provides for government financial aid in programs of vocational agriculture, vocational home economics, and trade and industrial subjects. It is hoped that after graduation the pupil who does not enter college will be permanently employed by the firm for which he has been an apprentice. The graduate should be very efficient by this time since he has had for two years practical training with some business organization along with theoretical study in the class room.

Other types of information gained by the pupil through orientation are: (1) How to study, (2) how to budget his time, (3) how to use the library, (4) how to prepare for and choose a college, and (5) how to meet problems of personal and social relations.

Counseling the Pupil. - Through interviews and conferences in which the parents are invited to participate, the counselor and other functionaries assist the pupils in solving special problems of health, absence, failure, transfers to other schools, and social adjustment. The school principal, the county director of guidance, and the county

¹⁰ United States, Statutes at Large. 74th Congress 1935-1936. Vol. 49, Part I, Public Laws.

council play a large part in the placement of pupils and in follow-up work.

A guidance handbook supervised by the part-time counselor is very valuable in advising the pupils, parents, and also new teachers concerning the guidance activities of the school.

The Principal Activities of the Program. - In the organization of this rural school guidance program, the whole scheme of guidance activities begins with the elementary school and extends at least through the high school and must in the beginning be planned with a view of future development. The following outline is intended to suggest activities for such a program and at the same time be flexible to meet local conditions and needs. It is based on the five year plan as set up by the county and covers grades from one to twelve inclusive:

I. Grades one to three

1. Records (cumulatively developed):
 - a. School records
 - b. Home and parents records
 - c. Health records
2. Tests:
 - a. Mental tests for all in the first year
 - b. Physical examination
 - c. Reading readiness tests for first grade
3. Adjustment of children into groups. (This is done according to the child's ability in the light of the information gained through tests and records.
4. Teaching by the unit method.
5. Games and assembly programs.
6. Book reviews in third grade.

II. Grades four to six

1. Records (continued year by year and cumulatively developed):
 - a. School records
 - b. Out of school records
 - c. Home and parents records
 - d. Autobiographies - begun in fourth year and brought up to date each year following
 - e. Health record
2. Tests:
 - a. Mental tests for sixth grade and for new pupils.
 - b. Achievement tests for all - given at the beginning of each semester and at the end of the second.
 - c. Physical examination and health records.
3. Grouping of each child where he can work most efficiently.
4. Guidance in how to study.
5. Educational counseling in the sixth grade to acquaint the children with the offerings of the seventh and eighth grades.
6. Vocational guidance through the discussion of some of the most common occupations and the visitation of the same.
7. Visits to the seventh and eighth grades school.
8. The unit method of teaching.
9. Assembly programs - pupil planned and pupil participation.

III. Seventh and Eighth Grades

1. Records (same as grades 4, 5, and 6 brought up to date).
2. Tests:
 - a. Intelligence tests for new pupils.
 - b. Tests of motor and mechanical ability.
3. Guidance in an increased number of extra-curricular activities.
4. Guidance in how to study.

5. Educational guidance week.¹¹
6. Shop work, homemaking, agriculture.
7. Group guidance with reference to aims and values of high school work.
8. Some individual educational and vocational counseling.
9. Visits to high school classes.
10. Guidance in choosing studies for the ninth year.
11. Two periods a week devoted to homeroom guidance.
 - a. Clubs
 - b. Assembly programs
 - c. Book reviews
 - d. Hobbies

IV. Ninth and Tenth Grades

1. Records (brought up to date for all pupils):
 - a. School records
 - b. Home and parents records
 - c. Autobiographies
 - d. Health records
 - e. Social records (community life)
2. Tests:
 - a. Mental and educational. Mental tests for ninth grade only.
 - b. Mechanical and motor ability tests for new pupils.
 - c. Self-analysis tests (tactfully used)
 - d. Special testing for problem cases.
3. Special emphasis on extra-curricular activities.
4. Guidance in how to study and in the use of the library.
- ✓ 5. Educational guidance work.
 - a. Handbooks
 - b. Speakers from nearby towns and from home community

¹¹ This item and many others in this outline were taken in part from O. Latham Hatcher, Guiding Rural Boys and Girls. McGraw-Hill, Pp. 221-226.

- ✓ c. Visit museums, legislature, and historical points in county and state.
- ✓ 6. A course in occupations taught by the part-time counselor who is qualified to teach the subject.
 - a. A study of occupations in general.
 - b. Study of the occupations in the county.
 - c. Visit occupational and professional centers in community, county, and state.
- 7. Vocational homemaking, vocational agriculture and vocational industrial arts - all taught by George-Deen Teachers.
- 8. Exploratory courses - introduced by the fourth year of the program.
- 9. Acquaint pupils with requirements for graduation from high school.

V. Eleventh and Twelfth Years ✓

- 1. Records (brought up to date):
- 2. Tests (mental tests for 12th grade)
- ✓ 3. Individual interviews to which parents of the pupil are invited.
- ✓ 4. Occupations:

Part-time jobs giving real experience in a real job, carried out through "cooperative curricula" between the school and industries, business establishments, and professions of the county, and giving practical vocational training to juniors and seniors while in school.

- 5. Vocational home economics, vocational agriculture and trade and industrial courses.
- ✓ 6. Hold forums, panels and other forms of discussion in English courses.
- ✓ 7. Study college catalogues and visit colleges and universities of the state.

8. In English work, carry on correspondence concerning entrance to college or the securing of future employment (for 12th grade only).

The above outlined plan will serve as a partial guide in the rural program of guidance. It is believed that it will be possible to accomplish in part the standards set up in the foregoing pages within the five year period as suggested in the county plan on page forty-one of this report.

It would be impossible and impracticable to introduce entirely even the record division of the program during the first year, but the whole program will gradually evolve from a small beginning.

A ready-made program cannot be imposed upon any school. Each system will require a procedure relevant to its peculiar situation.

Likewise the program should not be forced upon the teachers but through the work of the superintendent with a few interested teachers the "guidance idea" permeates the whole school. A guidance program will grow and spread if it renders efficient service to the individual. This service can be rendered only through the cooperation, sympathy, and understanding of the functionaries of the school and the people of the community.

PART VI

CONCLUSION

The school must seek to provide for each child the type of education that will give him the opportunity to develop to his best. What is taught in the classroom should apply to the every-day needs of the individual. Education should show him how to live the "abundant life", how to earn a living, and how to advance the common good.

Good teaching demands the employment and retention of teachers broad of sympathy, educated in terms of high standards of professional procedure, wide in experience and devoted to the interests of the child. Dr. Stolz who is now Chairman of the National Education Association Committee on Individual Guidance has recently written concerning the importance of the teacher in the development of the child.

To make education fit each child we must get away from the idea that guidance is the exclusive domain of the specialist. We must start with a teacher who thinks of each of his pupils as an interesting young friend whom he wants to understand and help.¹

We have seen that a guidance program organized on a county-wide basis affords an excellent opportunity for the special training of teachers and, after making a study of the various guidance programs in operation in the different states of the United States, it seems quite evident that if the pupils in the less populated rural areas of our

1 H. R. Stolz, "Art of Observing Children", National Education Association Journal, 27 (November 1928) 240.

county are to have the benefit of the much needed guidance, it must reach them through the consolidated plan of pooling resources and efforts. One type of the consolidation of efforts is that of a county-wide program of guidance which this report has made an effort to describe.

It is hoped that programs based on a county-wide organization would result also (1) in further consolidation of districts, (2) in providing, for all children in the rural areas, modern educational opportunities better fitting them for life in school and also outside of the school and (3) in an increase in the number of junior colleges and perhaps in the organization of a County-Junior-College which would become not only the county "training shop" but would also prepare students for entrance to the universities.

Furthermore the county program is regarded as one of the most effective devices for developing a state program of guidance. The county superintendent of schools is able to reach all principals of the county and thus enable the county director of guidance to reach the small secondary schools and give encouragement and aid in the development of guidance for local schools. The county superintendent is an excellent intermediary of the State Department and the local school in carrying out one of the most important functions of a State guidance service: the development of guidance programs in the small rural school.

Thru various experiments the small school system is developing guidance suited to its needs. Those who wish to initiate such work or to expand their present programs may well proceed gradually and with due regard to the

needs and economic status of their communities.

Those earnest teachers and administrators who consciously plan to consider the growth of each child and to help each child prepare for the actual conditions of life, will gradually produce a school with better educational practices. They will try to produce a more realistic curriculum and will adjust their offerings and methods to the needs of the individual child to the end that each child may learn how to make the most of his abilities and may become a sturdy, righteous citizen inspired by the ideal of unselfish service.²

The school life of the individual must have a close relationship to the out-of-school life. It is firmly believed that the type of program set up in this report will bring the school and the community closer together and contribute in a large sense to the optimal development of all individuals of the community.

If the child is the point around which educational experiences are organized, it is important to discover what forces in the community contribute toward his development. It has been suggested that this be done through a survey of the county. Knowing the needs and interests of his environment will create in the individual a purpose, and the community, the teacher, and the pupil must necessarily work together to use the resources of the community in the realization of that purpose. It was not meant that the guidance program outlined in the preceding pages should be definitely fixed but that it should be flexible enough to provide for adaptation to needs as they arise in the different communities. It has seemed wise to concentrate upon the thorough understanding of the community and upon the provision of guidance

² American Association of School Administrators, Op. Cit., p. 104.

facilities in our schools which will make teachers and leaders "guidance conscious", and will help each "individual through counsel, to make wise choices, adjustments, and interpretations in connection with critical situations in his life in school",³ in vocations, in leisure time, in leadership, and in social, civic, and moral development.

³ Arthur J. Jones, Principles of Guidance, New York:McGraw-Hill, 1934, p. 49.

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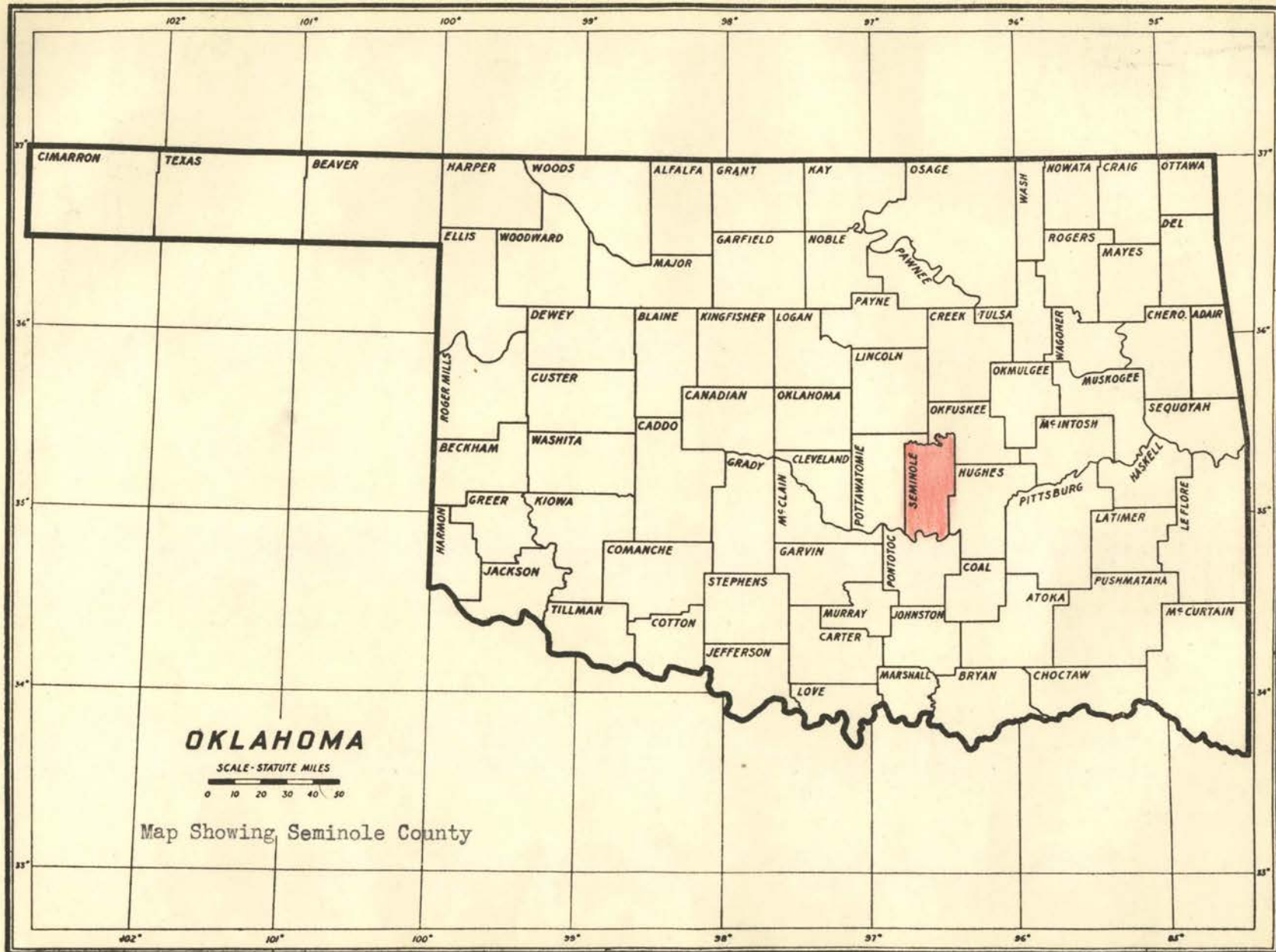
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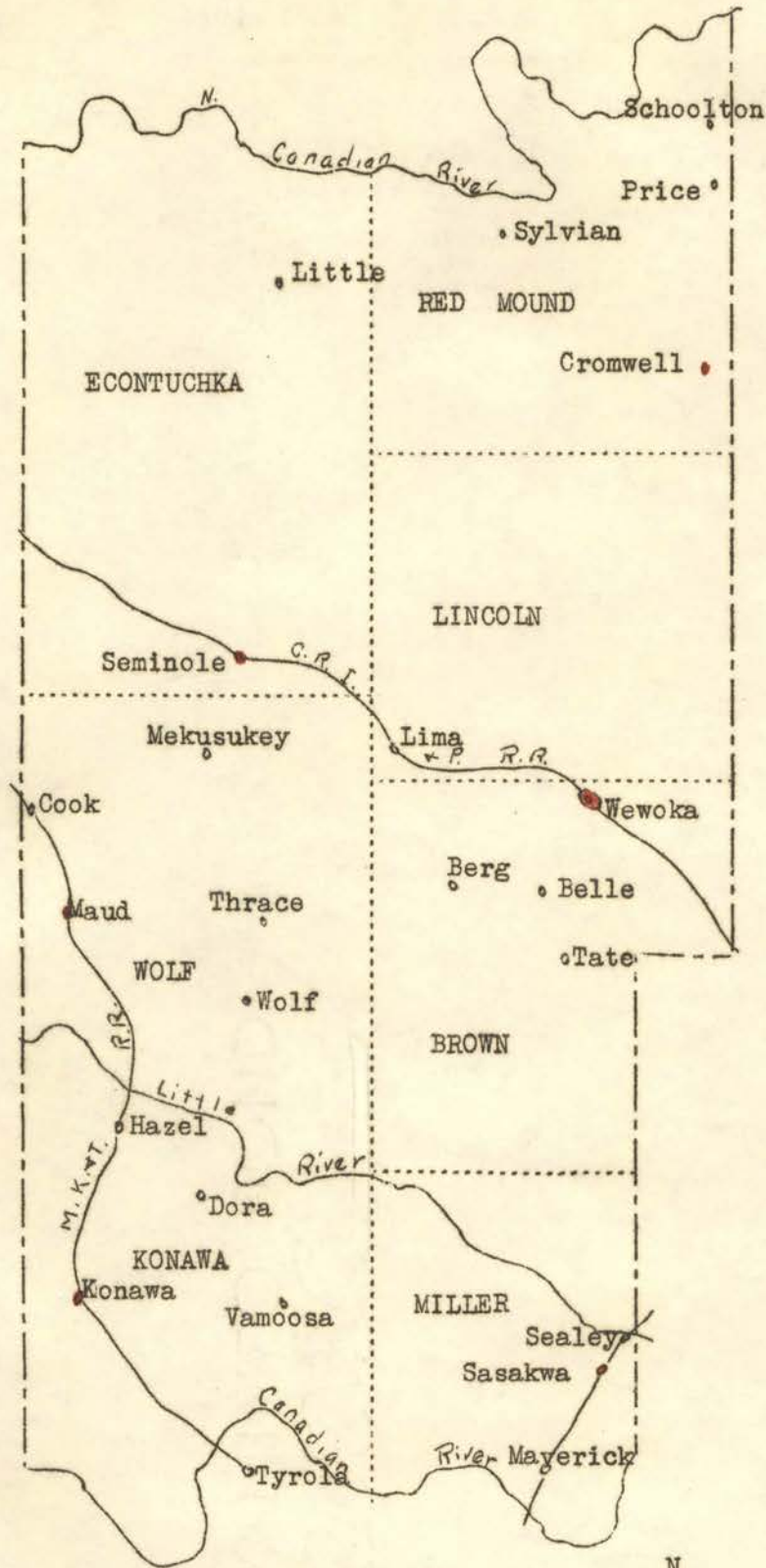
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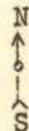
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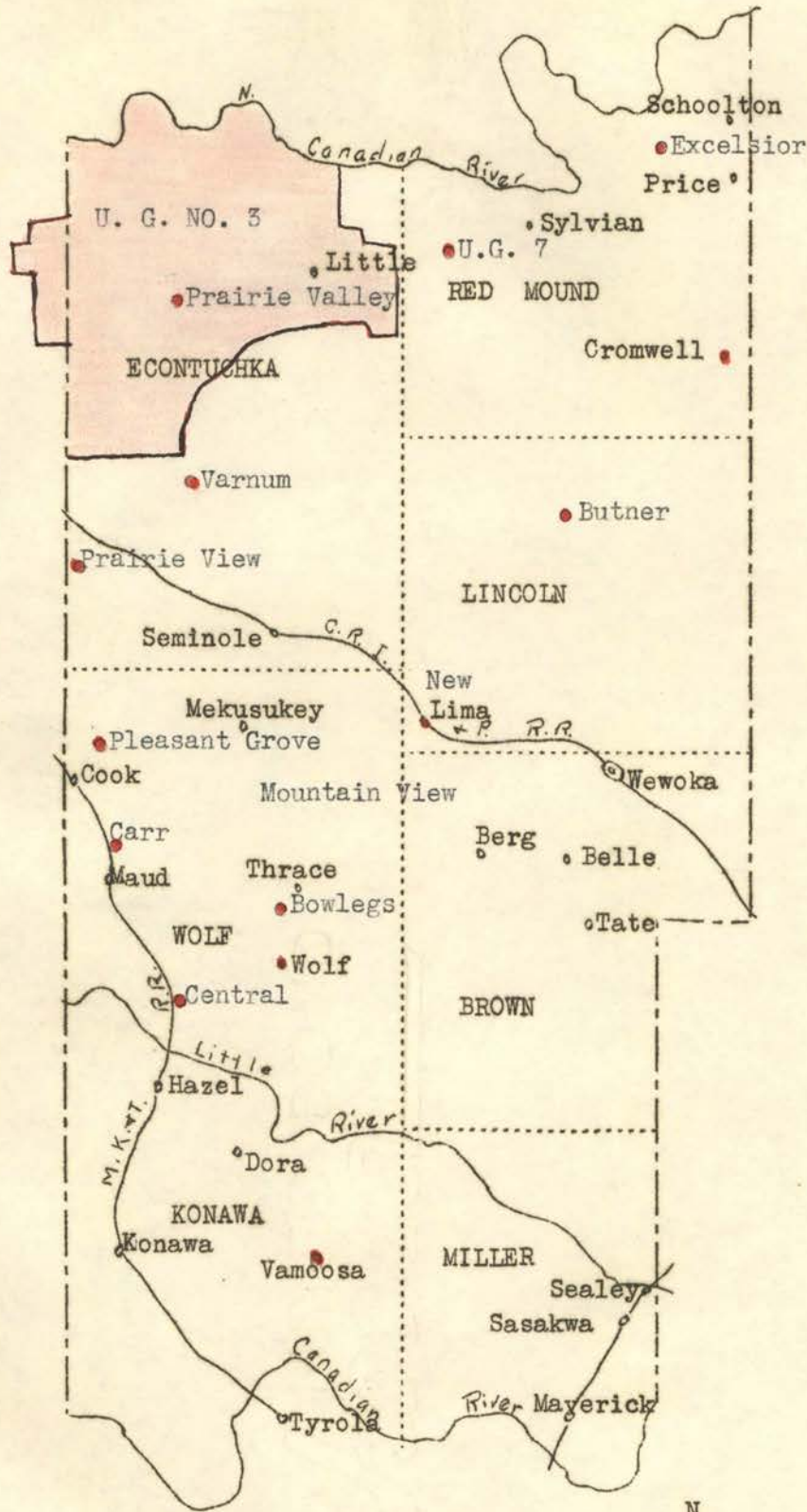




● THE LARGEST TOWNS OF SEMINOLE COUNTY
Independent Schools

1 Inch = 5 Miles



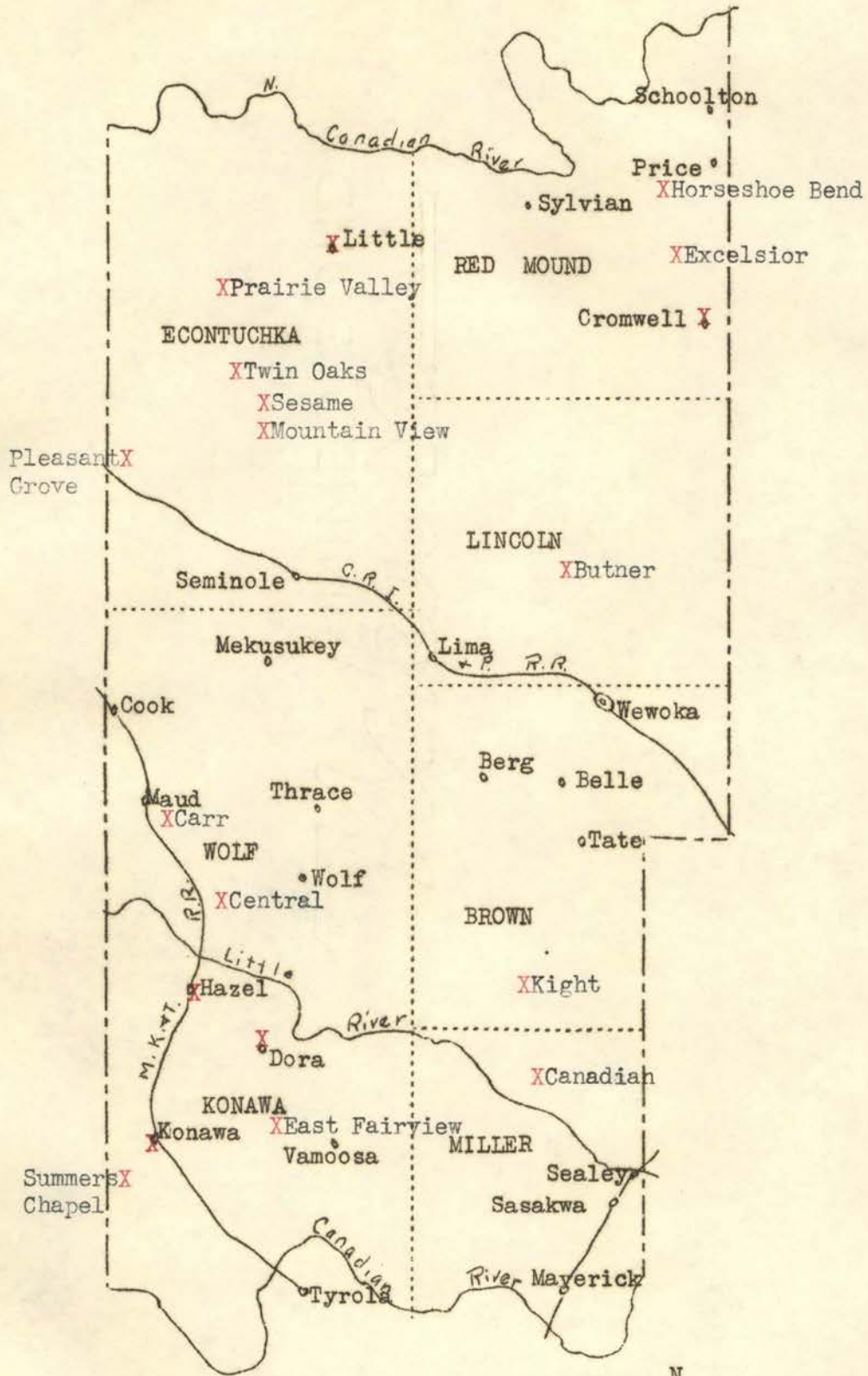


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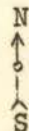
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X - Home Demonstration Clubs SEMINOLE COUNTY

1 Inch = 5 Miles



Lucy W. Victor--Typist