GUIDANCE is an extremely "live" issue in the educational world. Impetus for the development of certain of the guidance functions has been given at intervals by a forced recognition that all is not well with education. The depression period of the 1930's, with its many adverse conditions for youth, invited much criticism of the schools. Extensive studies of the problem have emphasized the need for broadening the scope of education, with a revision of existing elements and practices.

Much controversy has been aroused by the various investigations conducted, concerning school functions and achievements. As a result there are many indications that there is gradual acceptance of broader responsibilities by the schools. In an effort to implement newly assumed responsibilities, many and various schemes, procedures, and policies were adopted under the name of guidance.

Failure of some well-intended attempts to correct existing inadequacies and widespread ineffectiveness of others suggested that a study of procedures in developing a guidance program would be of value to the writer in clarifying his own views on the subject.

The study will have served a worthy purpose if it stimulates others to conduct further research in this all-important field.
To his adviser, Dr. Robert E. Smith of the Ohio State University, the writer wishes to express his sincere appreciation for the patient understanding and wise counsel extended during the period of graduate work and especially in connection with this study.

The writer also wishes to acknowledge the fine spirit of cooperation and patience shown by his wife, Frances E. Frank during this period of advanced study.
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CHAPTER I

GUIDANCE IN OHIO SCHOOLS

The Ohio High School Standards 1946, formulated by the State Department of Education as a basis for issuance of certificate of grade to high schools, lists as number six in its statement of Standards, "The school shall have a comprehensive and workable program of guidance."\(^1\)

In the discussion and explanation of the Standard noted, a broad interpretation of the term "guidance" is suggested and implied. A wide range of problem areas is presented. Various school and community agencies and resources are listed. A general forward-looking philosophy is apparent.

Since the Standards are meant to apply only to the certification of secondary schools in Ohio, no direct reference is made to aspects of guidance which should receive attention in the elementary schools.

This thesis is concerned with a study of the total program of guidance in Ohio's public schools below the college level. An analysis of the present program on the basis of the Standard quoted and the development of proposals for attainment of the goal it specifies provide a most difficult but practical problem. A preliminary assumption is made that the standard under question is applicable in principle to all levels of the public school and carries implications for further extension upward and downward.

It is a generally accepted and laudable goal that all the schools

\(^1\) Ohio High School Standards 1946 Administration. State of Ohio Department of Education,1946, p. 9
of Ohio "shall have a comprehensive and workable program of guidance."

Critical analysis of the standard may prompt these queries:

1. What have the schools of Ohio done and what are they doing to qualify under this Standard?

2. What has the State Department of Education done and what is it doing to aid the schools of Ohio to attain the goals set?

3. What bases of evaluation have been established or used?

4. What constitutes a "comprehensive and workable program of guidance"?

5. How can a comprehensive and workable program be developed and brought into effective operation?

6. What are the responsibilities of the local school system in the development of a program of guidance?

7. What are the responsibilities of the State Department of Education in connection with the total program?

A clarification of the problems here enumerated should provide a starting point for the development of an effective program called for in the Standard under consideration.
CHAPTER II
THE STATUS OF GUIDANCE IN OHIO SCHOOLS

What have the schools of Ohio done and what are they doing to qualify under this Standard?

In the report developed by The Miami Workshop Committee in June, 1944 one finds the following statement "The importance of this aspect of the work of the school has come to be rather generally recognized, but actual practice in the schools of Ohio has not been commensurate with the degree of importance that educational people and the public assign to it."¹

Wideman reports that of 135 cities of Ohio with 50,000 or more population, only 62 reported guidance programs with a total of 124 full and part-time workers. In the small city class of 5,000 to 50,000 population, of 153 cities reporting, 57 listed guidance programs with a total of 90 full and part-time workers.

Analyzing these figures further, of the 288 cities studied, 119 reported guidance programs as against 169 not reporting a program. In these 119 cities, 214 full and part-time guidance workers are listed. In these 288 cities the total number on the faculties was 10,311, which number comprises approximately one-fourth the total number of teachers in the state.

It must be noted that the data used by Wideman in the study referred to were derived from reports made by the school systems studied to the State Department of Education. There was a lack of

¹ A Program for Public School Education in Ohio. The Miami Workshop Committee, 1944 p. 45
uniformity in reporting facts relative to guidance activities, since the report form used makes no specific request for such information.

However, making allowances for omissions in reporting, it is quite revealing to note the small number of guidance workers employed in the larger school systems. An assumption that more adverse conditions prevail in the smaller secondary schools of Ohio is probably reasonable.

Further study of the same report, in the matter of specialized training for guidance workers reveals serious weaknesses among the 214 full and part-time guidance workers. Of the 214, only 33 are reported as having some specialized training. Much of this special training was received prior to 1930, which fact suggests certain limitations on value, because of shifts in emphasis, development of new techniques, and increasing complexity of problems of living.

This apparent lack of a comprehensive and well-conceived program of guidance in the secondary schools of Ohio, together with an indication of inadequate training of many of the small number now engaged in guidance activities, suggests the need for developing an adequate program of guidance implemented with adequately trained personnel.
CHAPTER III

GUIDANCE AND THE STATE DEPARTMENT OF EDUCATION.

What has the State Department of Education done and what is it doing to aid the schools of Ohio to attain the goals set?

There have been several notable efforts made by the State Department of Education to establish a functioning program of guidance in the schools of Ohio. These efforts have been confined largely to the secondary field. In the early 1930's a particularly noteworthy program was begun by Dr. D. H. Eikenberry as Director of Guidance under the administration of Dr. J. L. Clifton who was then Director of Education in Ohio. This program was developed as a result of recommendations made by a State Advisory Committee on Guidance composed of some twenty outstanding lay and education leaders of the state.

The recommendations called for the centralization, direction and implementation of a comprehensive guidance program for both public and non-public schools in the State Department of Education. Further provision was made for appointment of a Director of Guidance to whom was allocated a broad category of duties including (1) collection, publication, and distribution of guidance information; (2) Correlation of activities and agencies concerned with guidance; (3) development of a record system; (4) provision for research; and (5) formulation of a program of guidance.

The program began auspiciously with a projected program of thirteen guidance manuals. Guidance Manual Number 1 An Introduction
to Guidance\textsuperscript{1} was printed and widely distributed to the schools of Ohio. It was a forward looking treatise, quite comprehensive, and despite its age has not yet become obsolete.

Following development and publication of two more of the series of manuals, a change in the State Department of Education's personnel incident to a political change, together with a lack of funds because of depression conditions, led to curtailment and discontinuance of the program.

Guidance service since that period have been largely of an incidental character. For some time a State Supervisor of Occupational Information and Guidance within the Division of Vocational Education has dealt with guidance activities in that area.

The State Department of Education in cooperation with Ohio State University, sponsored a Guidance Workshop in July, 1944 with eighty-six people participating. A rather comprehensive program was outlined, some specific recommendations were made, and a complete report\textsuperscript{2} was published.

No direct application of these recommendations is in evidence. Actually, the emphasis on guidance in the State Department of Education has declined. The position of Supervisor of Occupational Information and Guidance has been vacant since early in November, 1944.

There are certain agencies in the State Department of Education which deal with some aspects of the total guidance program providing

\begin{enumerate}
  \item Guidance Manual Number 1 An Introduction to Guidance, State of Ohio Department of Education.
  \item Developing Guidance Programs in Ohio Schools: Proceedings of Guidance Workshop, Ohio State University and The State Department of Education.
\end{enumerate}
specialized services to the schools and the people of Ohio. These agencies include those dealing with the various types of mentally and physically handicapped children.

It is evident that, while a "comprehensive and workable program of guidance" is recommended and expected by the State Department of Education, leadership in promoting such a program is negligible if not non-existent.
CHAPTER IV
EVALUATION OF GUIDANCE IN OHIO

What bases of evaluation have been established or used?

From the study by Wideman, the assumption may be drawn that the State Department of Education, in connection with the annual report of superintendents to the Department, makes no specific requirements regarding the reporting of guidance activities or programs in the public schools.

Since no adequate program of reporting is in operation, an evaluation of programs on the basis of reports is impracticable.

Evaluation by personnel of the State Department of Education during the periodic inspections made by the High School and Elementary Supervisors can at best be of a superficial character. The limited amount of time spent and the varied category of factors to be observed preclude extensive investigation and evaluation of any one phase. In the absence of a comprehensive basic plan for guidance, establishment of criteria for purposes of evaluation cannot be legitimately accomplished. Lacking evaluative criteria of an objective character, a subjective evaluation based upon personal bias and caprice will result. Such evaluation may be dangerous and can not be condoned.

Analysis of the evidence presented indicates that The State

1 Wideman, op. cit.
Department of Education at present lacks a sound basis for evaluation of the guidance programs in the schools of Ohio.
CHAPTER V

ESSENTIAL ELEMENTS OF A GUIDANCE PROGRAM

What constitutes a "comprehensive and workable program of guidance"?

At the outset, an analysis of the meaning of the Standard quoted should be made. Definitions of the terms used may be synthesized into a definition of the whole.

The Standard reads, "The school shall have a comprehensive and workable program of guidance."

Since the Standards were developed for accreditation of secondary schools, it may be implied that the term "school" applies only to the secondary schools. However, in this discussion the term will be construed to include all levels of the public schools below the college level.

The use of the verb form "shall have" implies that institution and operation of a guidance program is mandatory.

The term "comprehensive" is defined as "comprising many things; having a wide scope; inclusive." "Workable" may be defined as "capable of being worked, or subject to a process of development and treatment." A "program" is "A plan of future procedure."

1 Ohio High School Standards 1946, loc. cit.
3 Ibid.
4 Ibid.
The term "guidance" has many and varied definitions as Graffam points out:

Viewpoints on the meaning of the term vary between two extremes. One school of thought considers that all education, properly conceived and implemented, is guidance; the opposite school views guidance as a set of supplemental or special services designed to help students make better choices in solving their problems relative to specific problem areas such as vocational pursuits, recreational activities, social and civic interests, and mental and physical health.

In general, all agree that guidance has to do with assisting individuals in making wise choices. Differences of opinion relate chiefly to the methods of implementing guidance and to the extent of the program.¹

Several definitions representative of the broader interpretation of the term "guidance" are presented.

Jones says that guidance is "the assistance given the individual through counsel to make wise choices, adjustments, and interpretations in connection with critical situations in his life in such a way as to ensure continual growth in ability for self-direction."²

Kawin states that

Guidance may be broadly defined as any planned experience or contact with individuals for the purpose of helping them to develop in certain directions; — it is concerned with the total program and functioning of the school, because these affect the development and adjustment of the individual pupil.³

³ Ethel Kawin, "Guidance for Living," Educational Leadership, 3 (May, 1946), 360-3
The United States Office of Education defines guidances as, "The process of helping the individual discover and use, his natural endowment, in addition to special training obtained from any source, so that he may make his living, and live, to the best advantage of himself and to society."\(^1\)

Synthesizing these various definitions into an overall definition, one arrives at the following: It is mandatory that the public schools of Ohio at all levels develop, establish, implement, and operate a broad and inclusive program of assistance to all individuals with which the school is concerned in fulfillment of the school's obligation to aid the individual in the discovery and exploitation of his potentialities to the best possible advantage to himself and to society.

To establish a point of departure in developing a comprehensive and workable program of guidance, this statement from the Report of the Miami Workshop is presented:

Pupil Guidance is an expression of the deep concern of the school for pupils as individuals, unique persons, each one of whom differs from every other with respect to all the terms which may be used to describe people -- in size, disposition, background, hopes, fears, ambitions, and capacities.

Guidance is defined as service designed to give systematic aid to all pupils in making adjustments to various types of problems which they meet -- educational, vocational, health, moral, social, civic, and personal.\(^2\)

\(^1\) Guidance Programs for Rural High Schools, U. S. Office of Education, Vocational Division Bulletin No. 203, 1939, p. 33
\(^2\) A Program for Public School Education in Ohio, The Miami Workshop 1944, p. 45
Actual practices in Ohio's Schools fall far short of the ideals suggested and apparently rather generally accepted by many prominent school people in Ohio.

A very careful and more extensive analysis of the actual needs of students has resulted in a series of statements formulated by the Second Miami Workshop in answer to the question: What help do our students need?

Students need the help provided by a strong program of guidance: A program that will help them to direct their actions in ways most effective in furthering growth; that will be regarded by them as helping rather than dominating their growth; and that will continuously seek to expand their capacities for self-direction. The responsibility of school people to provide and continuously improve their guidance program is fully as great as any of their responsibilities. 1

Students need the help of a strong program for the maintenance of mental health, as an essential condition for satisfactory growth toward the goals for which the school is responsible. The problems of mental health and guidance are inseparably related, and the school people must develop the work in both these areas as a unified program. 2

Each student must be recognized and understood as a unique personality with his own pattern of growth. The school people must recognize the full importance of these individual differences, and the need for planning a program flexible enough to meet the variety of needs that they involve. 3

The slow-learning and the handicapped students need special types of school activity to meet the demands of their particular patterns of growth. In most cases, a program designed

1 Working Together for Ohio's Schools, The Second Miami Workshop 1945, p. 13
2 Ibid., p. 15.
3 Ibid., p. 16.
flexibly enough to meet the individual needs of normal students will meet the needs of the slow learners and the handicapped also. Where this is the case, it is preferable to teach such students in regular classes rather than segregate them in special classes. For some of these students, however, only a program of special classes designed particularly to meet their needs will be adequate. It is the responsibility of the school people to provide a program of special education adequate to meet these special needs.¹

Students who have unusual capacities for learning and who possess exceptional abilities in special fields need educational experiences which will fully challenge their capacities for growth and fully develop their potentialities as the social, professional, and artistic leaders of tomorrow. It is the responsibility of school people to develop a program adequate to meet these needs. This program should be developed in such a way that it will be, and will be recognized as being, in accordance with the fundamental principle of equal opportunity to all, and not a denial of that principle.²

Students need the deep interest of the community in the work they are doing, and real understanding by the community of the meaning their work has for their growth as individuals. Members of the public have neither the opportunity nor the responsibility for the detailed understanding of the work of pupils which the school people, as specialists must have. It is the responsibility of members of the public to develop a good general understanding of the way such principles as are here developed grow directly and necessarily out of the school's purposes. It is their responsibility also to expect school people to develop a program consistent with the kind of student needs here described, and to make this expectation clear through their participation in the school's public relations program. It is the obligation of the school people, in turn, to use their

¹ Ibid., p. 17
² Ibid., p. 19
part of the public relations program to help members of the public understand student needs better and to secure their increased interest in seeing to it that student needs are kept as the central focus of all school activity.\(^1\)

These quotations have enumerated in a broad general pattern the needs which a comprehensive guidance program must endeavor to meet. Jones asks a similar question: "What, in general, are the child's needs in guidance?" and answers as follows:

1. He needs reliable information about himself, school, occupations, and other phases of life, and such training as will enable him to get this information for himself and use it intelligently.

2. He needs opportunities for useful experiences, tryouts and explorations, the development of new interests, and the discovery of his abilities.

3. He needs sympathetic understanding, wise counsel, and watchful care, by those trained and competent to give such help. He needs a friend.\(^2\)

Kawin treats the problem in this manner:

----- We believe that by gaining as great an understanding of each child as we can, as early as possible, the school can help him to establish foundations of good adjustment. Included in these are: physical health, feelings of security and feelings of adequacy, the ability to face reality and to use intelligence in solving problems, the integration of freedom and discipline in one's life pattern, an understanding of one's physical and social environment, the ability to see one's self objectively and in perspective, the ability to understand and cooperate with one's fellows, the ability to make wise choices based on "values", abilities for self-expression, for creative living, the establishment of goals in life, and a constructive philosophy built

\(^1\) Ibid., p. 20
\(^2\) Jones, op. cit., p. 458
upon acceptance of eternal change. 1

In "An Introduction to Guidance one reads:

Guidance ---- includes all the specific phases of pupil welfare connoted by the following terms: (1) educational guidance; (2) health guidance; (3) social-civic guidance; (4) ethical and religious guidance; (5) avocational and leisure time guidance; and (6) vocational guidance.

In an analysis of needs in a more specific way one finds in the same source:

As members of the school community pupils need guidance in all of the following ways:

a) Guidance in the efficient use of school time.

b) Guidance in the acquisition of efficient habits of study.

c) Guidance in personal adjustments to school routines.

d) Guidance in the development of intellectual interests.

e) Guidance in the worthy use of leisure time.

f) Guidance in the practice of worthy school citizenship.

g) Guidance with respect to special interests, abilities and disabilities.

h) Guidance with respect to physical health.

i) Guidance in the acquisition of courtesy, personal conduct and other forms of proper social behavior.

j) Guidance in occupational interests, abilities and achievements.

k) Guidance in sex education.

l) Guidance in growth of leadership ability. 2

m) Guidance in workable nature of that program? Obviously, the very comprehensiveness of


3 Ibid., p. 26-27.
a program increases the problems incurred in the institution and operation of such a program.

While comprehensiveness is a worthy goal, a much more important "value" factor is the workableness of the program. A non-functioning program of the most comprehensive character is just so much verbiage. It even may be an actual liability to the educational program that it should vitalize. Thus, the primary factor in developing any guidance program is to guarantee that it will function. A comprehensive functioning program is an ideal toward which education must strive.

Any program developed theoretically and on the basis of assumptions which may have little meaning in an immediate life situation can hardly hope to operate effectively in such a situation, since actual situations seldom approximate the theoretical.

A program is workable to the extent which it actually meets the needs of the students, individually, and facilitates a satisfactory development of that individual.

Any program which is developed on the basis of theoretical comprehensiveness and thus includes phases which have no significance in an immediate life situation, is predestined to inefficiency in operation and probable failure.
CHAPTER VI

PROCEDURES FOR DEVELOPING A PROGRAM OF GUIDANCE.

How can a comprehensive and workable program be developed and brought into effective operation?

Consideration of the problem here presented may be approached through several avenues. First, one may consider factors which result in the failure of certain programs so that these factors may be carefully controlled, minimized or eliminated. In a positive sense, one may consider the elements which enter into the success of programs which have adequately met the needs of students and make judicious application of these elements insofar as they are applicable to the immediate situation. A realistic approach which adequately considers all positive and negative factors and makes provisions for or allowances for any which pertain to the local situation should result in an acceptable program.

Strang says, "Many programs of guidance which appear admirable on paper fail to function in the lives of boys and girls."1

Strang continues with a listing of the chief reasons for failure of such programs:

1. Instead of being developed cooperatively on the basis of local needs and problems, a ready-made program is superimposed upon teachers and pupils who are not ready for it. Too much dependence is placed upon authority, too little upon the education of the entire staff.
2. Expert leadership in the in-service education of teachers and special work with individuals and groups is lacking.
3. A large number of teachers are not

1 Ruth Strang, Pupil Personnel and Guidance, p. 189.
qualified by personality, point of view, knowledge, and skill in work with individuals and groups.

4. Administrative flexibility may be lacking. Adjustments obviously needed for the good of the student cannot be made because of rigid rules and regulations.

5. Curricular provisions to meet individual needs and abilities may be lacking.

6. Too many projects may be attempted at once; the development of the program does not proceed wisely and slowly; it is pushed ahead too rapidly.

7. There may be a lack of coordination between various agencies in the school and in the community.¹

A study by Chisholm² of guidance activities in the State of Washington in an effort to determine inhibiting factors revealed on the basis of a questionnaire answered by high school principals that: (1) nearly two-thirds of the principals considered that their teachers were inadequately prepared to provide the type of guidance needed; (2) an almost equal number indicated that teachers and principal were too busy to carry on a program of guidance. Other factors cited and ranging from twenty to forty percent response were: (1) teacher turnover or mobility; (2) teacher lack of interest; (3) incompetent leadership; and (4) ineffective evaluation procedures. Factors which rated less than twenty percent in response included: (1) lack of money; (2) small size of school; and (3) guidance needs not urgent.

Jones³ suggests that in initiating a guidance program, strong emphasis be placed on a sound foundation, as many desirable plans fail because of a poor start. A poor start can

¹ Ibid., p. 189-91
³ Jones, op. cit., p. 493
result from (1) imposing a plan because of enthusiasm, (2) lack of understanding, or (3) active opposition. Following such experience a second attempt to set up a program will be most difficult.

In the development of a program those factors which lead to failure or which are inhibitory in character must be considered and proper adjustments made to minimize their negative influence.

In respect to the positive factors involved in the development of a program, Traxler declares:

The first duty of those charged with the development of a guidance program is to build a plan that will enable the school to know its pupils. This is "the major strategy of guidance". Without it, no type of guidance organization can have a very important effect upon the lives of the pupils. With it, a school can achieve considerable success with almost any kind of guidance set-up.

Strang suggests a series of constructive steps in developing a program of guidance:

A program of personnel work should grow as a plant grows. Such growth is gradual, imperceptible to the casual observer. Like the plant, a personnel program requires care; its growth must be fostered. In order to foster growth expert leadership is necessary. The kind of person who assumes leadership will vary with the situation. In rural schools, elementary schools and small high schools the principal, assistant principal, a teacher, or a committee may take the initiative in promoting better personnel work. In larger high schools and in city school systems the chief administrative officer may delegate detailed responsibility for the program to someone who may be called by various names ——— director of guidance, counselor, dean of girls, dean of boys, psychologist,

visiting teacher, or vocational counselor. This leader may then take a number of definite steps. The first step consists of informal talks with individual teachers and pupils. From such casual conversations the person assuming leadership for the development of the program may discover the qualifications of faculty members, their training for personnel work, and the work they are already doing.

This first step is essentially one of orientation for the leader that he may know all the factors which will condition the development of the program. This will provide opportunity for study of the problems involved to determine the most appropriate and effective course of action.

If "know the student" is axiomatic for success of pupil guidance, it is no less axiomatic that the leader "know the teacher" who implements the guidance program. He must learn what assets in personality, training, skill, and knowledge respective teachers possess, that these positive factors may be utilized to the best advantage. He must recognize negative characteristics of teachers that their influence be corrected, minimized or neutralized.

This initial step carries implications for a beginning program of in-service training for teachers; a program designed to awaken them to their opportunities and responsibilities; a process of clarification and crystallization of objectives. This is primarily a process of studying and preparing the "soil" and sowing the "seed" preparatory to development of an effective program of guidance in a specific community.

1 Strang, op.cit., p. 191-2
Strang continues:

Having a substantial nucleus of interested persons, the leader may, as a second step, enlist their help in making a more extensive study of the situation. Individually and in committees, they may study the needs of the pupils, discover the resources of the school and community, and more widely disseminate a knowledge of the effective work being done by individuals.

This is a logical development or an extension of the first step. It aims at acquiring all data relevant to the needs of the students; what these needs are, how they are being met, what school and community resources are available for development and use. Here is the beginning of a public relations program which must be developed. If a workable program is to result, collection of these data is necessary.

Again quoting Strang:

The third step is a continuation of the second, and consists of helping teachers to acquire more knowledge and skill in their work with individuals and with groups. An effective program of personnel work cannot be developed unless members of the staff are willing to learn and eager to grow.

This emphasizes a need for the in-service-training for those who have recently acquired an interest in personal work. This problem must receive consideration since it is generally recognized that most teachers are poorly equipped by training and experience for carrying on guidance activities. The majority of teachers possess potentialities which should be discovered and encouraged until developed to the extent that effective participation in the program is achieved. This in-service-training

1 Ibid., p. 192
2 Ibid., p. 193
must be a gradual process based upon a readiness for such training and growth.

According to Strang:

The fourth step of introducing the program to the faculty as a whole should not be taken until a nucleus of teachers are enthusiastic about it; until information about local needs and resources is available; and until members of the faculty who are likely to oppose any new plan have been convinced of the value of the program. Teachers should be encouraged to try out whatever features interest them. Cooperative planning implies respect for differences of opinion and a willingness to view thoughtfully and objectively, without undue emotion, the various points of view presented, including one's own.

The first year's operation should be considered experimental with those features which prove successful being adopted and given broader application in a second year. A warning against expanding the services more rapidly than facilities warrant should not go unheeded. However, specialists in the various phases of guidance should be made available as quickly as funds and readiness for their use permit.

The leader, in his eagerness to promote the guidance program should guard against creating conditions which may affect the program adversely. Too rapid expansion of the program, resulting in overburdening the teachers with special committee work, special courses, training, reports, and extra work imposing unusual demands can hardly hope to gain the best cooperation.

1 Ibid., p. 194
Strang notes as a fifth and final step one which is frequently overlooked:

Finally, there should be continuous evaluation of the program in terms of its functioning rather than in terms of its machinery. More machinery is obviously necessary in large schools than in small ones but more machinery does not mean more effective guidance. The functioning of guidance is not dependent upon complex organization. In fact, the less machinery, the better. From time to time every school should review its work from the standpoint of the essentials of an effective program of personnel work. This periodic evaluation should reveal progression in the program and a gradual higher level of performance on the part of all participants.

The test of a personnel program is its influence on the pupils. In other words, a program can properly be evaluated only in terms of the extent to which it has met every pupil's needs and has contributed to his best development, recognizing, of course, the limitations imposed by heredity and environment.

Throughout the discussion of the steps in developing a guidance program, the importance of the teacher has been stressed. One may ask, "Who is responsible for the various phases in developing and administering a guidance program?"

Excerpts from Strang's statement show the functions of each:

Administrators, specialists, teachers, pupils, parents, and community agencies all have a contribution to make to the personnel work in the schools. The administrator is responsible for developing policies, creating conditions, and selecting a staff. The specialists keep in touch with new developments, supply faculty members with information about their pupils, and aid them in the interpretation and synthesis of such information. Qualified teachers have unsurpassed opportunities to appraise

1 Ibid., p. 195.
2 Ibid., p. 198
children's mental capacities, emotional behavior, personality assets and liabilities, and special aptitudes and interests. They have also the opportunity to put this information to immediate use in helping pupils to make good adjustments to everyday difficulties and opportunities.

Pupils and parents contribute to the program of personnel work by their evaluation of the program and their suggestions for its improvement. Full recognition has never been given to the potential contribution of community agencies to personnel work in the schools nor have the schools made adequate use of these contributions. Child guidance clinics, group work agencies, welfare centers, and professional, business and service clubs are eager to cooperate with the schools.

Strang summarizes the essentials of an effective program in this statement. An effective guidance program cannot be established by dictum. It must be developed cooperatively by administrators, teachers, principals, pupils, and parents. It should be flexible and experimental, not static and formal. Such a program has both horizontal and vertical continuity. All parts of the program are coordinated for the good of the children. Teachers do not consider their personnel functions as "an extra" but as an inherent part of their professional work. Specialists help teachers to function more effectively.

And suggests as "the Key to a successful guidance program" this admonition:

Most of all, in the development of a program of personnel work one thing is needful —— one thing that will prevent undue emphasis on machinery of personnel work to the neglect of sensitivity and concern for human relations; one thing that will defeat pernicious politics and dispel petty jealousies among teachers and specialists in personnel work; one thing that will make guidance an intrinsic part of the teacher's professional day, not an extra burden added to an already

1 Ibid., p. 195-7
2 Ibid., p. 197
heavy load —- and that one thing is fidelity to our responsibility for the best development of every child.¹

In the immediately preceding statement one finds in concise form the philosophy which provides the guiding light for the development of what should be a truly effective program of guidance.

A program developed upon the bases discussed should surely be workable. It is comprehensive only when it fully meets all the needs of all the pupils. Attainment of perfection is an ideal goal toward which to strive. There should be no expectation of immediately attaining this goal, possibly no hope of ever attaining perfection because of the multiplicity of complicating human and environmental factors involved.

Inclusion in the program of guidance practices for factors non-existent in the actual situation because they are part of a theoretical comprehensive program is a fallacious tendency which must be avoided. Likewise, retention of any guidance practices which have served their purposes and no longer apply reduces the efficiency of operation of the program.

Such inclusion or retention of non-operable factors is a common tendency which can readily be observed in the curriculum problem confronting education. Elimination of the obsolete or non-contributing factors and their consignment to the scrap-heap may provide opportunity for inclusion of functional activities. At least, this will permit of more efficient use of time and

¹ Ibid., p. 161
energy directed toward achievement of essentials.

What constitutes a comprehensive program must be determined in terms of the needs of the local situation. The program should and must meet all needs and should ignore "non-existent needs". A careful continuous program of evaluation should be an outstanding feature of personnel work.
CHAPTER VII
RESPONSIBILITIES OF THE LOCAL SCHOOL SYSTEM

What are the responsibilities of the local school system in connection with the total guidance program?

The development of a program of guidance adequate to meet the needs of the local situation is the responsibility of the local school and community. This premise is based upon the recognized factor of variation of situations and conditions from one locality or school to another. This principle may be further expanded to state that the situations and conditions pertaining to any locality are relative in point of time, and thus are not static. This implies necessity for developing a program based upon the recognition of progress and change.

"There is the embryo of a guidance program in every school."¹ Effectively stimulating this embryo to grow and develop into a fully functioning and adequate program of personnel work requires high enthusiasm and real vision. In order that this enthusiasm and vision result in satisfactory outcomes, teachers and administrators "need to know specific ways and means by which the goals which they see so clearly can be reached."
² This implies exceptionally competent leadership.

Thus, one of the first responsibilities of the local school

1 Strang, op. cit., p. 164.
2 Ibid., p. 163
and community is to provide leadership which will work toward the optimal development and exploitation of school and community facilities and resources for purposes of guidance and the education of youth.

This leader must possess high qualifications as to general ability, character and personality, training and experience, viewpoint and philosophy, knowledges and skills. He must possess full faith in the democratic principles basic to the American system of education, with full intent to work toward the achievement of aims established thereon. He should possess that elusive quality which draws out the best cooperative effort of others without the aspect of domination. He must have above all that "fidelity to our responsibility for the best development of every child."¹ This implied spirit of humility is in direct contrast to a common tendency for a leader to maximize the importance of his position, or to exploit his position to personal advantage.

After the local community, usually through its representatives, the board of education, selects a competent leader, further development of a program becomes the responsibility of the leader chosen.

On the matter of organizing the program of guidance, the Miami Workshop Committee states that:

The administrative head of the school system should be responsible for the cooperative development of the program. The initiation and supervision of the program for the local school

¹ Ibid., p. 161.
is the responsibility of the local executive head.\textsuperscript{1}

Organization of the school guidance program is a complex matter involving a wide variety of persons, materials, and activities. The details of organization may properly vary from school to school, but whatever the specific pattern adopted, the principle is clear that the program should be organized as a cooperative responsibility of the school system under the leadership of the superintendent of schools.\textsuperscript{2}

The Second Miami Workshop report lays further stress upon the administrator's responsibility:

School administrators should accept responsibility for taking the first steps in developing a guidance program and for bringing the teachers into the fullest possible participation in planning the program; for developing an understanding of guidance among members of the staff by working with them on the solution of their immediate problems; and for developing the means through which the time, materials, and trained personnel can be provided.\textsuperscript{3}

The administration, teaching staff, specialists, other school employees, students, parents, community agencies, and the general public or their responsible representatives working cooperatively should develop a basic philosophy upon which to proceed.

The philosophy developed should provide a foundation for a statement of aims and objectives which become the goal.

On the basis of aims and objectives established, a study of the problems and needs of the local situation can begin. The study should also reveal what is being done to meet the needs discovered, available community and school resources which might

\textsuperscript{1} Miami Workshop Committee, 1944, \textit{op. cit.}, p. 48.
\textsuperscript{2} Ibid., p. 49.
\textsuperscript{3} Second Miami Workshop, 1945, \textit{op. cit.}, p. 14.
be utilized, and of additional resources which might be acquired or made available.

Constant revision of philosophy, aims and objectives on the basis of new insights obtained through the developmental program is essential. Assumptions made are relative to the situation; since the situation is dynamic, the statement of philosophy, aims and objectives must keep pace or become obsolete and inoperative.

A definite program of guidance is necessary if adequate service to youth is to be achieved. Guidance accomplished without benefit of a definite program is likely to incidental guidance. Of this, Chisholm says:

The shortcomings of an incidental program of guidance, however, should not be overlooked. Its cardinal sin is in its omissions. But there is a second weakness almost as great as the first; incidental guidance rests on a weak substructure.

The development of a program which will adequately meet the needs is a long-term procedure. It must evolve slowly as limiting factors are gradually adjusted or eliminated. Cooperative construction of a program is essential to its successful administration.

Furthermore, the program should be developed as an integral part of the educational program, not as correlative with nor synonymous with education, but as the vitalizing factor which gives meaning to educational experiences and activities. It must be "concerned with creating conditions that give each child his

1 L. L. Chisholm, Guiding Youth in the Secondary School, p. 11
Much of the guidance will be of an indirect nature. Frequently, indirect and non-labeled guidance will be more effective than so-called direct guidance.

An integral part of the whole school system — not as a separate service or a department staffed with specialists to whom a child is referred when he presents difficulties. It is concerned with the study, understanding, and adjustment of every child. It must, therefore, be concerned with curriculum, staff-morale, teacher-load, "emotional climate" of classes, tensions of pupils and teachers, physical arrangements, and all other phases of the school program. It must also be concerned with the home and community situations in which the children live during the major part of the day and night, when they are not in school.

The program of guidance should be continuous throughout the school. Extensions of the program above and below the present school grades have been advocated. In the past, major emphasis on guidance has been given in the secondary schools, and often as late as the twelfth grade. On this matter, Addy comments:

"Today we are failing to place emphasis in our guidance program at the level where emphasis is needed. --- A stronger, more effective and complete guidance program is possible when guidance is started in the elementary grades and continued throughout high school. ---"

No teacher is an excellent elementary school teacher who is not aware of the value of continuous, intelligent and sound guidance of the pupils in his classroom. These best teachers will see that the children under their supervision...

1 Strang, op. cit., p. 165.
2 Kawin, "Guidance in Glencoe Schools" op. cit., p. 482.
have excellent learning experiences in their social, educational, physical, and emotional guidance.

Strang supports the claim and even goes further when she says:

"There should be continuity in guidance from the time the child comes in contact with the school to the time he has made his adjustments to life as an adult. -- The guidance of children ideally begins with programs designed to educate parents."

A fully integrated program which has continuity both vertically and horizontally should result in outcomes which foster unity or wholeness in the individual's growth and development.

The local school is responsible for the implementation of the program developed, and should make provision for (1) funds, (2) time, (3) facilities, (4) personnel, (5) special services and resources, (6) cooperation with community agencies, (7) supervision, and (8) evaluation.

These are largely the responsibility of the administration but require cooperative effort on the part of many to achieve optimal outcomes. These factors must be given full consideration and positive action.

Although an excellent guidance program may be developed without considerable expense, provision should be made to purchase such aids as record cards, tests, occupational information materials, other literature and such aids as will contribute to the effectiveness of the program. Indiscriminate spending should

1 Martha L. Addy, "The Importance of Guidance in the Elementary School," Educational Administration and Supervision, 30 (May, 1944) p. 56-8
2 Strang, op. cit., p. 165-7
be avoided.

Many administrators and teachers have felt that lack of time has been responsible for failure to develop adequate guidance opportunities. To aid in solving the problem of time, the administrator should definitely schedule teacher time for some of the activities connected with guidance. A much more important factor is the more efficient use of the time the teacher and the administrator already have. This may be facilitated by objectively and critically evaluating the activities which take up school time. A comparison on the basis of values will usually show that many non-contributing factors in the curriculum consume time which might profitably be devoted to more functional activities. Setting aside of a special period during the day for group activities, for individual conferences, and the like is a scheduling problem requiring constructive consideration.

Facilities for carrying on the program must be provided. Rooms for special services, rooms for individual and group counseling and other activities, facilities for filing and storage of record cards, occupational information, and other data and materials, supplies and facilities for a testing program should be made available as development of the program requires. Needs should be anticipated and provided for in order that the program be kept operating efficiently.

Since the administration and the teaching staff comprise the major part of the personnel, provision for in-service education of
this personnel for optimal operation of the program is necessary. This should be a continuous program. In addition, a definite allocation of duties and responsibilities will reduce the tendency to depend upon someone else to take care of what should be "everyone’s" task.

The Miami Workshop Committee contends that there are many things the teacher needs to do if the student is to have effective guidance:

- He should bring the guidance point of view into every area of subject matter.

- He should maintain the friendly, understanding relations with students which will be an avenue of approach to problems on the student’s own terms, and which will help the student see what he believes, what his problems are, and what he can do about them.

- He should recognize his responsibility to help create, for each student, situations in which the student can be successful.

- He should keep the needs of the student foremost among the purposes of all extracurricular activities.

- He should keep, use, and improve the cumulative records which contain the necessary information about the development of the student.

- He should use all appropriate tools, such as Problem Check Lists and the Ohio Guidance Tests, to discover group and individual problems.

- He should become familiar with and use the resources of the school and community, including:

  - Films, slides, records, charts, graphs, and similar aids.
Library materials, including the fiction, non-fiction, and reference books available to students.
Courses of study open to students in their later school careers.
Occupational activities available for students' observation.
Work experiences available to students.
Social, religious, recreational, and educational organizations whose facilities are open to students.¹

In regard to specialists in guidance as part of the personnel, Strang, while not minimizing the key position of the teacher, says:

Specialists in guidance are indispensable. They are needed to deal with the complex and technical problems of pupil adjustment and to help teachers understand their pupils better. They confer with principals on curricular changes and modifications of the environment which they consider essential if the needs of all the pupils are to be met. Specialists also render service by working with parents and those community agencies which exert an influence on children and youth. Obviously, experts are as much needed in cases of serious maladjustments of teachers as of pupils, for the personality difficulties of teachers interfere with the effectiveness of their work with their classes. Any guidance program that does not employ the services of specialists will, of necessity, function on a "lay" level. ²

The Second Miami Workshop Committee recognizes the specialist's part by stating:

Persons with specialized training, such as counselors, psychologists, psychiatrists, physicians, nurses, etc., play an important part in a guidance program. Their participation, however, must not be of a kind that would cause teachers to feel that their own responsibilities for continuous guidance are in any way diminished.³

1 Miami Workshop Committee, 1944, op.cit., p. 14-15
2 Strang, op. cit., p. 283
3 Second Miami Workshop, 1945, op.cit., p. 15.
The school should provide for special services to the students such as physical examination, medical and dental care, psychological and psychiatric services, and provision for all students widely divergent from the normal in respect to physical, mental, moral, social, and economic well-being and adjustment.

The Miami Workshop Committee treats the problem in the following:

The schools should exercise responsibility in the guidance of all its pupils, but certain groups and problems demand special attention. Among these special groups are the "early leavers," the slow learners, and the gifted children. In some instances, exercise of guidance responsibilities by the school has been too narrowly interpreted as applying to these groups only. As a result, guidance programs have been distorted and the needs of the usual or average pupil neglected. The program should be balanced with respect to the needs of all pupils, whatever their characteristics.

The utilization of school and community resources is a problem requiring exhaustive research for better procedures. Thoughtful planning should result in more adequate use of existing resources.

Cooperating with community agencies involves a public relations program which can do much to foster the whole guidance program. These agencies are often valuable resources.

To provide for continuity of the guidance program and for unity of action, there must be operating an overall supervision. Lacking such supervision, the program is likely to deteriorate into a system of incidental, non-coordinated activities.

1 Miami Workshop Committee, 1944, op.cit., p. 6.
Finally, there should be a definite program of evaluation established, preferably of a continuous type. This involves setting up criteria upon which to formulate judgments. Revision of the program on the basis of findings through evaluation is axiomatic.

With respect to activities which are essential elements of the guidance program, the Miami Workshop Committee reports:

If the guidance program of a school is to be adequate in scope with respects to the matters with which it is concerned, as well as with respect to the pupils guided, provision must be made for individual and group counseling, individual and group therapy, appropriate records, an extensive testing program, case studies, assembly and organization of occupational information and of information concerning educational opportunities, use of home and community resources, work experience, job placement and follow-up, and for teachers and specialists competent to perform the services involved.

The Report suggests that some guidance services are inadequately developed through failure to recognize and utilize resources that are available. The resources suggested include:

(1) cumulative records, (2) subject-matter experiences, (3) extracurricular activities, (4) teacher-pupil association, (5) work experiences, and (6) school library and audio-visual aids.

The foregoing discussion has indicated in a general way the responsibilities devolving upon the local school system in the development of a guidance program. The responsibilities enumerated

1 Ibid., p. 46.
2 Ibid., p. 46-7
are broad and varied. They extend the school's influence and project it as being a most vital agency in the community. Consequently, responsibility for making the school more functional and vital must not be evaded nor ignored; it must be sought, grasped, and nourished.
CHAPTER VIII
RESPONSIBILITIES OF THE STATE DEPARTMENT OF EDUCATION

What are the responsibilities of the State Department of Education in connection with the total program of guidance?

Guidance services have been developed in the public schools within the last few decades. At first such services were limited to supplying information about occupations and opportunities for employment. This vocational guidance aspect long received the principal emphasis and even today, in many places, virtually monopolizes guidance services furnished to students.

Impetus to the guidance movement was provided by the emphasis placed upon the testing program developed extensively during World War I. Educators were made cognizant of many negative factors uncovered by the Armed services in the recruitment program. The schools were charged with failure adequately to meet their responsibilities. Recognizing that the schools were being gradually forced to assume these broader duties, definite planning was begun to provide for the extension of the program. Curriculum changes, addition of special services, changes in laws on compulsory education and broadening of the scope of guidance activities were some of the direct results of these studies.

The gradual development of the program until it became a function of the State Department of Education is discussed by Segal and Proffitt who say:

Guidance work in State departments of education naturally came after the actual
development of guidance techniques in the schools, since State departments of education do not operate schools and most of them do not have facilities for experimental work in the field. The development of guidance work in State Departments of education may be divided into two periods. The first is roughly 1920-30. This was a period when the concepts of individualized instruction and the child-centered school were slowly taking hold of the field worker in instruction in State departments of education. No guidance work apart from such instructional services was envisaged except for very specialized services as relate to handicapped children. State departments in which administration has accepted that philosophy have tended to incorporate and integrate guidance directly into their supervisory programs.

The early part of the decade 1930-40, the second period of development, was a period of exploration on the part of State departments of education. A majority of them became interested in this new phase of education and undertook various promotional activities such as:

1. Inclusion of occupational information in State courses of study.
2. Library books on guidance.
3. State and regional meetings on guidance.
5. State committee on guidance.
6. State staff committees on guidance.
7. Designation of a staff member for guidance responsibilities.

During the latter part of the decade 1930-40, the growth of guidance activities in State departments of education were marked by the isolation of guidance as a specific service apart from instructional services in some of the State departments in which the philosophy of integration had not been accepted. Some states named full-time guidance workers; others designated certain members of their supervisory force to pay some attention to guidance as an independent service.1

Included among the several plans of organization of personnel now in use are these:

1 Pupil Personnel Services as a Function of State Departments of Education, U. S. Office of Education Bulletin 1940, No. 6, p. 45-7
1. The guidance service as a broad function with the director having responsibilities in various phases of the education program. This is the integrated type of organization.

2. Responsibility for guidance activities are assigned to a director who operates in the vocational education field exclusively because funds are supplied under the Federal vocational training program and are limited to use in that area.

3. An extension of the latter plan by supplying funds above the amount required to match Federal funds to provide for a broader program.

Under the second and third plans, guidance outside the vocational area is usually limited. The first program is more comprehensive and permits development of a program possessing a greater degree of continuity and unity.

The following facts about programs of guidance in State departments of education as of August, 1946, are noted from Occupations:¹

1. No program of guidance is found as such in eight states including Alabama, Arizona, Florida, Oklahoma, Rhode Island, Tennessee, Texas, and Alaska.

2. Seven states - Connecticut, Delaware, Idaho, New Mexico, New York, Utah, Virginia, and the District of Columbia have guidance programs financed wholly by the state.

3. Thirty-three states, Hawaii and Puerto Rico operate programs which are financed jointly by the state and federal governments as a function of the vocational education program.

¹ "With the State Supervisors," Occupations, xxv (October, 1946) p. 58-9
4. Of this last group, the position of director is vacant in these states: Kentucky, Louisiana, Minnesota, Nevada, Ohio, and Puerto Rico.

The activities of State departments of education in the field of guidance, according to Segel and Proffitt, appear to fall into the three categories which are briefly discussed here:

1. "Production of materials designed for classroom use."¹

These are of two general types: (1) Curriculum materials in the various fields of instruction for use in regular classes but designed primarily from the guidance viewpoint; (2) curriculum materials designed for guidance classes. These are chiefly information about occupations or educational opportunities. The first type aims to functionalize the regular curriculum; integration of guidance with instruction is the result. With the second type, development of special guidance courses such as "Orientation" and "Senior Problems" is expected to provide the medium for adequate guidance. Guidance as a coordinate function is the principle evident in these proposals.

2. "Production of materials on principles and procedures for counselors and other school officials."²

Development, publication, and distribution of aids to guidance personnel has been the principal method used by some State departments of education to further guidance in the schools. These aids are of various types such as program outlines, suggestive programs, bulletins describing procedures, research studies in the field of guidance, special reports, and occupational information.

¹ U. S. Office of Education Bulletin 1940, op. cit., p. 50
² Ibid., p. 54.
3. "Field supervision and evaluation."¹

Serious limitations are imposed upon this procedure by lack of funds in many cases. Visitation to all the schools to carry on the state program of supervision and evaluation of a guidance program is an expensive and time consuming activity. The size of the state and the number of schools are conditioning factors. Evaluation may be accomplished to some degree through a system of reports. While this activity has considerable merit, its limitations are likewise considerable and evident. It is in operation in several states, notably New York and Maryland.

This discussion has suggested that there are two basic assumptions upon which guidance activities have been developed as a function of State departments of education.

In the first place, some states have organized their guidance functions as an integral part of the educational program. The assumption is that the guidance function is as broad as education itself and that it should operate in all phases of education and at all levels. The program in California is the most outstanding example of a State Department having an integrated program.

The second assumption is that guidance is a separate function requiring establishment of a separate agency for its implementation. The coordination of the functions of guidance and education may be implied in the latter assumption. However, practice often belies the principle. Such a program of independent organization may result in duplication of service as with a testing program or may result in the operation of

¹ Ibid., p. 57
a separate program having no apparent relationship to each other or to
the educational program as a whole.

The State Department of Education holds a strategic position in
respect to formulation of policy and direction of activity in the whole
field of education. This is especially true in the field of guidance.
While the opportunities the State Department has in guidance are many,
the responsibilities are likewise numerous. Segal and Proffitt list
these responsibilities as:

1. Analysis of occupational opportunities and
trends in the state.
2. Issuance of bulletins describing methods of
making local occupational surveys.
3. Development of suggestions for counseling
lay-outs for schools of various levels and types.
4. Development in collaboration with higher
education officials of standards of preparation
for counselors.
5. Making surveys of need for counseling or
other guidance work in districts requesting it.
6. Constructing state courses of study in
occupations.
7. Constructing state courses of study in
personal and social development of children.
8. Collaboration with curriculum division in
construction of curricular materials in social
studies.
9. Development through conferences of cumulative
record systems.
10. Through field trips and conferences spreading
of good practices from one school to another.
11. Cooperation with elementary and secondary
supervisors in developing in teachers the child-
study attitude — leading them to recognize the
needs of individual children.
12. Development of bibliographies of available
occupational descriptive material.

The Miami Workshop Committee recognizes the place of the State
Department of Education in respect to its responsibility for providing

1 Ibid., p. 61.
leadership in the development of a functioning program of guidance adequate to meet the needs of all pupils, when it says:

> On the state level, strong and vigorous leadership is needed to promote and develop guidance work in the schools of the state. This leadership should be provided through the State Department of Education. Because of the urgent need for guidance materials, it is strongly recommended that the Division of Occupational Information and Guidance undertake at once the bringing together of accurate and up-to-date information concerning occupational trends and outlets, educational opportunities, and other similar materials for distribution to the schools. To assist the Division, it is recommended that an advisory committee be appointed by the superintendent of Public Instruction, consisting of teachers, administrative officers, and representatives of organizations and agencies concerned with the guidance and welfare of youth.

This report indicates that a considerable and influential group of school people are calling for action from the State Department of Education. Their call cannot be answered adequately by imposing a ready-made guidance program upon the schools. The State Department of Education must be a practical and abundant resource for use by the local schools in developing their own programs stimulated and encouraged by and through constructive leadership in the State Department of Education.

1 Miami Workshop Committee, op. cit., p. 50
CHAPTER IX

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The analysis of the problem under consideration in this study has revealed various factors which must be considered in developing a functioning program of guidance.

No presentation has been made of the various philosophies of guidance.

An effort is made to present a realistic and practical approach to the whole problem of developing a program of guidance, based on service to children throughout their school careers and projecting beyond when and where such service is practicable and desired. The suggestions presented are in the nature of policy rather than a statement of definite procedures. Procedure may well vary considerably with the situation. The policies suggested are fundamentally of a democratic character. Their application, in a general way, is mandatory if the schools are to fulfill their function in a democratic society.

From an analysis of the materials submitted, the following conclusions may be drawn:

1. The State Department of Education of Ohio recognizes that guidance is a function of the secondary schools since the Standards for certifying high schools as to grade include a requirement that "the schools shall have a comprehensive and workable program of guidance."

2. Apparently many school people in Ohio are generally cognizant
of the need for developing more functional programs of guidance in the schools, and voice a general criticism that Ohio's schools fall far short of providing an adequate program of guidance. Evidence was presented that some schools lacking definite programs seem to imply that guidance of an incidental character is provided.

3. Wideman's study shows that there is no adequate system of reporting guidance programs in Ohio's schools to the State Department of Education.

4. Smaller schools tend to be less adequately staffed for guidance than the larger schools; hence, guidance programs are found in a smaller percentage of the smaller high schools.

5. Evidence was presented showing that, in general, guidance personnel in the larger cities, where programs are most extensively developed, are inadequately prepared to provide the most acceptable service.

6. The most notable effort to establish a guidance program in Ohio occurred in the early 1930's. Its failure is generally attributed to a political change and financial difficulties incident to the depression. An evident weakness of that program, a weakness which probably hastened its failure and which has prevented its revival, was the plan to develop fully a program to be imposed upon the local school without regard to local needs or readiness for the program.

7. The sporadic efforts of the State Department of Education in Ohio to establish and implement a guidance program, usually within the Division of Vocational Education, indicates that an
apparent interest in, and a concern for the development of an adequate program of guidance for the schools exists within the personnel of the Department.

8. The State Department of Education has actively sponsored and participated in several "workshops" which considered the problem of guidance programs at length. Direct outcomes resulting from applying recommendations made to the State Department of Education in reports of the workshops are not discernible.

9. Certain functions which may be of a guidance character are performed by several services in the State Department of Education. These are largely the special services as provided by the "Division of Special," and deal with the widely divergent child.

10. Leadership in the State Department of Education for developing a comprehensive and workable program of guidance in Ohio's schools is negligible, if not entirely lacking.

11. Adequate evaluation of guidance programs of the schools by the State Department of Education is rendered improbable because an adequate system of inspection and reporting is lacking.

Absence of any basic plan or pattern for a guidance program precludes development of criteria for evaluation, and reduces the validity of any evaluation attempted. The State Department of Education at present lacks a sound basis for evaluation of any guidance program in the schools of Ohio.

12. The expressed or implied meaning of the Standard under question is hardly conducive to the development of programs of guidance
by the most acceptable procedures — those of gradual and progressive advancement on the basis of needs and ability to provide adequate services.

13. Concepts of guidance vary widely from limitation to vocational aspects to the all-inclusive "guidance as education of the whole individual." Evidence presented indicates general agreement that guidance is needed, but there is considerable variation of opinion about what shall be included in a guidance program.

14. Authorities agree that the needs of students are many and varied, occurring at all ages and levels, the urgency varying as individuals and situations differ.

There is evidence that inadequate consideration has been given to problems of many students because of failure to recognize their problems. More adequate guidance of the average or normal student is needed. More adequate provision must be made for the student possessing exceptional abilities and capacities. Special adaptation of the school program to the needs of mentally, physically, socially, morally, and economically handicapped children should be made.

15. Closer integration of school with community is necessary to permit of the gradual development of youth into full and contributing citizenship. It is apparent that development of an adequate public relations program between the school and the community and all their agencies is essential to the initial and continuing success of a program of guidance.

16. Comprehensiveness of a program which adequately meets the needs of the students in a school depends upon the needs of those
particular pupils. This implies that comprehensiveness is relative to the situation for which the program is developed.

Comprehensiveness is a long-term aim. Workableness is an immediate and continuing aim. Comprehensiveness should not be striven for at the expense of workableness.

Development of a program of guidance, if it adequately serves the needs of children, must be postulated upon an understanding of the conditions which prevail in the situation under consideration. Development of a program must not be based upon the theoretical.

17. A program of guidance developed cooperatively by administration, staff, specialists, pupils, and community has considerably greater possibility for success than a fully developed program imposed upon the school by authority.

Expert and wise leadership is essential to the development of an acceptable and adequate program.

18. The teacher is the key person in the successful functioning of a guidance program. However, many teachers are not qualified by personality, training, or experience to provide superior guidance.

A continuous in-service-training program for teachers, beginning prior to actual development of the program of guidance and continuing throughout the period of development and operation of the program, is an indispensable concomitant of the whole program.

19. Specialists in guidance are essential. They provide the technical services for which teachers and administrators are not trained. Specialists are a resource for teachers to use; not a
substitute to assume the teacher's responsibilities.

20. To insure success, the initial attempt to inaugurate a guidance program must be planned judiciously. The program must develop as a slow, gradual growth as needs are recognized and readiness to assume further responsibilities is apparent or is made possible.

All plans must be of a flexible or tentative character so that revision or redirection or change of emphasis on the basis of experience and continuous evaluation is feasible.

Continuing successful operation and growth of the guidance program is dependent upon an adequate and continuous evaluation of the program on the basis of the dynamic situation.

21. The existence of handicaps to guidance does not provide the school with a legitimate excuse to evade its responsibility. It is the school's responsibility to provide all youth with a rich program of modern education regardless of any handicap or combination of handicaps. Superior leadership in constructive planning can minimize or eliminate negative influence of most handicaps.

22. Guidance is not the answer to all of education's problems. It is not education, nor is it a substitute for education. It is the vitalizing element which gives "meaning" to educational activities. It is the "catalyst" in the educative process. Good guidance practices can support and re-enforce good educational practices; but faulty educational practices are not necessarily made good through applying guidance techniques to their use.
23. The guidance program in the local situation must possess unity and continuity. It must reach all pupils in all grades at all times and deal with all phases of their development. The program may well be extended above and below the regular school and into the community. Educators have erroneously placed little emphasis on guidance in the elementary school. Guidance activities in the elementary schools provide a basis for more satisfactory adjustments in the secondary school, and, of greater importance, reaches a greater number of students.

24. A state-sponsored program of guidance must recognize that local needs must ultimately determine the actual program. No program can be successfully imposed upon the local situation regardless of how well-conceived. The State Department of Education can best serve by serving as an advisory resource to the local schools. This service should be of a dynamic nature designed not only to provide assistance where requested but also to awaken interest where schools are failing to meet their guidance responsibilities.

25. The State Department of Education in Ohio has provided very inadequate service to the schools of Ohio in the field of guidance. Since the State Department of Education holds a strategic position in respect to formulation of policy and direction of activity in the whole field of education, it is the State Department's responsibility to develop an adequate service in guidance activities.

Recommendations. On the basis of the conclusions presented, the following recommendations are made:

1. That the State Department of Education give serious consideration to the need for adequate programs of guidance in the public schools
of Ohio and make provision for competent state leadership in the
development of a state program of assistance in the expansion of
guidance activities in the schools.

2. That, in consideration of the general inadequacy of teachers
to perform guidance functions, the State Department of Education urge
the teacher training institutions to provide more adequate training
programs designed to alleviate this condition.

3. That the State Department of Education assume responsibility
for implementing more adequate in-service-training programs for
teachers by (1) providing suggestive programs of study activity, (2)
organizing special "area" facilities for such training, and (3) granting
special recognition to teachers participating acceptably in such
programs.

4. That the State Department of Education develop a more adequate
public relations program in respect to guidance in order to arouse
greater interest and concern on the part of school people as well as
the general public toward the needs of the child.

This statement of recommendations serves to re-emphasize similar
recommendations made as a result of investigations by other persons
and organizations.
SELECTED BIBLIOGRAPHY


2. A Program for Public School Education in Ohio. Miami Workshop, 1944, Columbus: Miami Workshop Committee, 1944.


